

# Colorado Transportation Commission

## Schedule & Agenda

January 14-15, 2026

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### Transportation Commission Workshops

Wednesday, January 14, 2026

Time	Topic	Speaker
12:00 p.m.	Optional TC Lunch	None
1:00 p.m.	Federal Boulevard BRT Request for Alternate Delivery-Construction Manager/General Contractor (CMGC)	Jessica Myklebust, Ryan Noles
1:15 p.m.	Joint Workshop with CTIO on the Ten-Year Plan	Darius Pakbaz, Jessica Myklebust, Shane Ferguson, Heather Paddock
2:45 p.m.	Budget Workshop <ul style="list-style-type: none"><li>• FY 2026-27 Annual Budget Update</li><li>• HQ Building COP Refunding</li></ul>	Jeff Sudmeier, Bethany Nicholas
3:30 p.m.	CDOT GHG Transportation Report	Darius Pakbaz
4:30 p.m.	Adjournment	

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### Transportation Commission Meeting

Thursday, January 15, 2026

Time	Topic	Speaker
7:30 a.m.	TC Breakfast	None
8:30 a.m.	Call to Order, Roll Call	Herman Stockinger
8:35 a.m.	Public Comments	Various
8:50 a.m.	Comments of the Chair and Commissioners	Commissioners
8:55 a.m.	Executive Director's Report	Shoshana Lew
9:00 a.m.	Chief Engineer's Report	Keith Stefanik
9:05 a.m.	CTIO Director's Report	Piper Darlington
9:10 a.m.	STAC Report	Gary Beedy
9:15 a.m.	Legislative Report	Emily Haddaway
9:20 a.m.	Act on Consent Agenda:  Proposed Resolution #1: Approve the Regular Meeting Minutes of December 17, 2025  Proposed Resolution #2: IGA Approval >\$750,000  Proposed Resolution #3: Disposal of Parcel E4 REV EX, Crawford, CO  Proposed Resolution #4: Disposal of Vacant Parcel, Sedgwick	Herman Stockinger  Lauren Cabot  Hope Wright  Hope Wright

	<p>Consent Agenda, Continued:</p> <p>Proposed Resolution #5: Disposal of County Road 220 at US 550 to La Plata County (South of Durango)</p> <p>Proposed Resolution #6: Correction to TC Resolution #20250403, Property Exchange, Declaration of Excess Parcels, City of Rifle</p> <p>Proposed Resolution #7: Federal Boulevard BRT Request for Alternate Delivery- Construction Manager/General Contractor (CMGC)</p>	<p>Hope Wright</p> <p>Hope Wright</p> <p>Jessica Myklebust</p>
9:25 a.m.	Discuss and Act on Proposed Resolution #8: Transportation Asset Management Planning Budgets for FY 2030 and 2031	Darius Pakbaz and Toby Manthey
9:30 a.m.	Recognitions and Other Matters	
9:35 a.m.	Adjournment	None

### Bridge and Tunnel Enterprise Board of Directors Meeting

Thursday, January 15, 2026

Time	Topic	Speaker
9:35 a.m.	Call to Order, Roll Call	Herman Stockinger
9:40 a.m.	Public Comments	Various
9:45 a.m.	Act on Consent Agenda: <ul style="list-style-type: none"> <li>Proposed Resolution #BTE1: Approve the Regular Meeting Minutes of December 17, 2025</li> </ul>	Herman Stockinger
9:50 a.m.	Discuss and Act on Proposed Resolution #BTE2: 7th Budget Supplement to FY 2025-26	Patrick Holinda
9:55 a.m.	Other Matters	None
10:00 a.m.	Adjournment	None

**The Fuels Impact Enterprise Board of Directors will not be meeting in January.**

### Information Only

- Project Budget/Expenditure Memo (Jeff Sudmeier)
- Quarterly Revenue Forecast Update (Jeff Sudmeier)
- Capital Asset and Storeroom Inventory Process and Internal Controls Audit Report (Frank Spinelli)
- RTA Annual Report (Department of Local Affairs, Division of Local Government)
- Clean Transit Enterprise Annual Report (Craig Secrest)
- January 2026 TC Grants Memo (Anna Dunn & Leslie Welch)
- Globeville and Elyria Swansea (GES) Tolling Equity Program Progress Report (Simon Logan)
- Clean Fleet Enterprise Annual Report (Jeremy Neustifter, CDPHE)
- Summary of December 18 TC Statewide Plan and GHG Coordination Committee Meeting

- Community Access Enterprise Annual Report (Mike Salisbury, Colorado Energy Office)
- January Budget Supplement- Information Only (Jeff Sudmeier)



**COLORADO**  
Department of Transportation

## Workshop Materials

Pages 4-301



*Figure 1 CDOT Firetruck*



## Transportation Commission Memorandum

**To:** Transportation Commission

**From:** Ryan Noles, BRT Program Manager, Region 1

**Date:** January 14, 2025

**Subject:** Federal Boulevard BRT Request for Alternate Delivery-Construction Manager/General Contractor (CMGC)

### Purpose

To request the Transportation Commission approve an alternative form of delivery for the Federal Boulevard BRT Project.

### Action

Request approval by Resolution this month.

### Background

Colorado Law, Section 24-93-110(2)(a), C.R.S., requires that if the cost to complete a public project is expected to exceed seventy-five million dollars, the Department of Transportation shall, before selecting the Integrated Project Delivery (IPD) method for a construction project and beginning the procurement process:

- (I) Hold public meetings with the construction industry and the general public to discuss the justification for selecting the IPD method. The required public meetings may be held in conjunction with other required public meetings about the project or as stand-alone meetings.
- (II) Obtain approval for the use of the IPD method Next Steps

The attached material provides information to support the staff request that CMGC be approved by the Transportation Commission for the Federal Boulevard BRT Project.

### Attachments

- A. 12/29/25 Memo to the Chief Engineer (with approvals) explaining the request for CMGC
- B. Federal Blvd BRT Alt Delivery Industry Outreach Summary
- C. Federal Blvd BRT PDSM Workshop Form
- D. Federal Blvd BRT Alt Delivery Presentation to the TC

CDOT Region 1 BRT Program  
2829 W Howard Pl. 2nd Floor  
Denver, CO 80204

**DATE:** 12/29/2025

**TO:** Keith Stefanik, P.E. Chief Engineer

**FROM:** Ryan Noles, BRT Program Manager

**SUBJECT:** Alternative Project Delivery Method Recommendation for Chief Engineer Approval: 27327  
Federal Blvd Bus Rapid Transit Project

As stated in the Project Delivery Selection Guidelines, the Chief Engineer's approval is required for a project to be delivered using any alternative delivery method.

In late 2023, the Colorado Department of Transportation (CDOT) Region 1 Bus Rapid Transit (BRT) team began preliminary design and National Environmental Policy Act (NEPA) analysis for the Federal Boulevard Bus Rapid Transit (BRT) project. The project reached the 30% design Field Inspection Review (FIR) milestone in July 2025, and is preparing to initiate final design and delivery.

The Federal Boulevard BRT Project involves the construction of rapid transit infrastructure primarily aimed at modifying the existing roadway for enhanced transit operations. The scope includes pavement upgrades, installing BRT lane striping, and integrating Transit Signal Priority (TSP) systems to increase transit efficiency. 74 new BRT stations will be constructed along the route, featuring elevated platforms, shelters, and technology for ticketing and security. Since this is a complex multimodal project, the construction scope will also include upgrading sidewalks, replacing curb and gutter, and performing necessary utility relocation. This project will benefit from a phased approach to implement the BRT, designed to mitigate disruption while maintaining traffic flow and access to businesses.

On November 18 and 21, 2024, the Federal Boulevard BRT project team held a Project Delivery Selection Matrix (PDSM) workshop facilitated by CDOT's Alternative Delivery Program to analyze the potential benefits of using an alternative delivery method to deliver the Federal Boulevard BRT Project. At the workshop, Region 1 BRT, Traffic, North, and Central Programs, and Alternative Delivery staff, determined that Construction Manager/General Contractor (CM/GC) was the most appropriate delivery method to achieve the project's delivery goals. PDSM workshop participants verified this recommendation on September 2, 2025.

#### **ANALYSIS:**

##### **Highlights from the PDSM**

###### ***Project Complexity and Innovation***

The project's civil-focused nature, with no major structures, means Design-Bid-Build (DBB) is an appropriate delivery method, though CM/GC's collaborative approach allows for innovation in phasing and traffic management. In contrast, Design-Build's (DB) typical benefits for complex, highly innovative designs are less relevant, as the project's core elements are well-defined, and the cost of the DB method would outweigh its benefits.

### ***Project Cost***

DBB and CM/GC are both appropriate methods due to the certainty in the cost of what is to be constructed in the plan set or packages. CM/GC's packaging approach allows for adjusted scope implementation based on funding sources realized through the design phase. DB is the least appropriate due to the increase of cost based on the contractor assuming more of the risk, which will impact the scope and quality of what can be delivered within the limited budget.

### ***Level of Design***

The current 30% design level is a good starting point for either CM/GC or DB, as it is sufficient to allow for a qualifications-based procurement process while still providing an opportunity for contractor input on constructability, value engineering, and phasing during the final design effort. None of the delivery methods provide major opportunities or obstacles based on this criterion. All delivery methods are appropriate.

### ***Risk Assessment***

DBB is an appropriate delivery method as it benefits from having a better understanding of risks and risk mitigation prior to advertisement. CM/GC is also an appropriate method, since the packages allow for separated risk mitigation and allocated risk sharing via the risk register. DB is the least appropriate method since risks will be less understood at the time of procurement and that uncertainty will increase cost. Due to the simplicity of the construction line items in this project, it is likely that risks will be better understood in DBB and CM/GC, which is more responsible than paying for unknown risks in DB that can be determined in design.

### ***Secondary Factor Assessment***

DB was noticeably the least appropriate method following the Primary Factor section ratings. DBB and CM/GC were discussed at a high level regarding the three secondary factors. Through discussion of the secondary factors led to consensus for pass/fail ratings provided on the summary table (page 12). Both DBB and CM/GC are appropriate methods regarding the secondary factors. While the secondary factors did not ultimately distinguish between the methods for this project, the primary factors, particularly the project schedule and risk assessment, favor CM/GC as the most suitable delivery method.

### **RECOMMENDATION:**

Based upon the findings of the Project Delivery Selection Matrix workshop and in consultation with the CDOT Alternative Delivery Program, it is recommended that the most appropriate delivery method for the Federal Boulevard BRT project is **CM/GC**.

While CM/GC is the most appropriate delivery method for this project, DBB is also appropriate due to several factors. However, it falls short of providing the necessary opportunities to meet the project's primary goal of achieving revenue service by 2030. The ability to deliver this project with severable packages under CM/GC allows for construction to begin earlier, mitigating schedule risks associated with right-of-way acquisitions and other third-party agreements along the 18-mile project corridor. Furthermore, the project's risks are better understood and allocated in CM/GC (or DBB) compared to DB. CM/GC's financial flexibility allows the scope to align with the final realized budget, ensuring the maximum possible improvements are delivered within the project's financial constraints.



The Region 1 BRT team requests the Chief Engineer's review of the CM/GC alternative delivery recommendation for the Federal Boulevard BRT project, and with concurrence, approval for this delivery method.

**ATTACHMENTS:**

- Draft Project Delivery Selection Matrix
- Public/Industry Meeting Summary in accordance with the accountability and transparency requirements of SB 21-260. (Required for projects \$75M or greater)

Signed:

12/29/2025

Ryan Noles, BRT Program Manager

I concur:

12/29/2025

Casey Valentinelli, P.E., Alternative Delivery Program Manager

I concur:

Jessica Myklebust, Region 1 Transportation Director

I approve (pending TC approval):

Digitally signed by Keith J  
Stefanik  
Date: 2025.12.29 19:52:01 -07'00'

Keith Stefanik, P.E. Chief Engineer

Cc: Angie Drumm, Deputy Director of Traffic and Safety, Region 1  
Stephanie Zagal, PE, General Engineer, FTA Region 8  
Jan Walker, Alternative Delivery Contracts Officer



CDOT Region 1 BRT Program  
2829 W Howard Pl. 2nd Floor  
Denver, CO 80204

**DATE:** 12/29/2025

**SUBJECT:** Federal Blvd Bus Rapid Transit (BRT) Alternative Delivery Industry Outreach Summary

### **Purpose**

This memorandum summarizes the industry outreach conducted on December 17, 2025 regarding the recommendation to use the Construction Manager/General Contractor (CM/GC) delivery method for the Federal Boulevard BRT Project.

### **Summary**

The primary focus of the session was to solicit feedback on the Project Delivery Selection Matrix (PDSM) recommendation. While the industry generally understood the project's 30% design status and the January 2030 revenue service goal, the following key points were raised by industry participants:

**Question 1:** A participant questioned whether the PDSM process should have been initiated earlier in the design phase to maximize the potential benefits of a Design-Build (DB) delivery method.

**CDOT Response:** Staff clarified that while earlier starts are encouraged (especially for DB at 0% design), the PDSM is strictly required when any alternative delivery method is pursued. This project specifically considered alternative delivery after the challenges with DBB were better understood for meeting the project delivery goal.

**Question 2:** Industry members inquired about the preferred geographical starting points for construction based on existing ridership.

**CDOT Response:** High ridership in central Denver makes it a priority, but the team emphasized that the Construction Manager's (CM) input will be critical in managing the high traffic volumes and complexity of that core area.

**Question 3:** Clarification was sought regarding timing of CM procurement.

**CDOT Response:** CDOT confirmed the intent to have the CM under contract before reaching the 60% design milestone to ensure their input influences the final design and constructability. The design team procurement will start approximately one month before the CM RFP is posted. Due to the lengthy process of selection and contracting, the CM NTP will likely only be a couple of months after the design team NTP.

**Question 4:** Industry representatives requested that presentation slides and draft PDSM documents be made public to allow for more detailed technical feedback.

**CDOT Response:** CDOT will share alternative delivery documents in accordance with Senate Bill 21-260.

### Recommendation

The Q&A form was posted on December 3, closed on December 24, and received no responses. No major concerns were raised by industry partners with the selection of CM/GC for delivery of the Federal Blvd BRT project. Based on the feedback received during the meeting, the project team proposes to continue pursuing CM/GC as the recommended method for project delivery.

### Attendance

CDOT	Industry
Ryan Noles	Jim Moody
Jessica Myklebust	Alex Simpson
Angie Drumm	Amanda Barber
Andrew Stratton	Ashley L. Bushey
Adam Spiker	Blake Boggs
Alex Burns	Brandon Simao
Gerardo Hidalgo	Brian Nelson
Casey Velentinelli	Chris McMillen
Sina Khavary	Amber Haines
Richard Christy	Christopher Maunder
	Curtis Daniels
	Dan Lowery
	David Huntsinger
	Elizabeth Adams
	Ethan Duffield
	Geoff C. Mestas
	Holly Buck
	James Moore
	Jeff Meyer
	Josh Short
	Lakshmi Muddana
	Malinda Reese
	Michael Unger
	Michelle Hoysick
	Mike McNish
	Peter Torres
	Rebecca Vasel
	Rich Ledezma
	Ryan Mulligan
	Ryan Snow
	Stephanie Sudduth

## Project Delivery Selection Workshop Summary (Volume 24 Issue1)

Workshop Summary	
<b>Project Name:</b>	Federal Boulevard BRT
<b>Workshop Date:</b>	November 18, 2024, 1p-5p; November 21, 2024, 1p-5p; September 2, 2025, 3p-4:30p
<b>Workshop Location:</b>	CDOT HQ, Room 263 and Virtual
<b>Facilitator:</b>	Matthew Pacheco and Casey Valentinelli
<b>Delivery Method Selected:</b>	CMGC

Workshop Participants	
Name	Email
Angie Drumm	angie.drumm@state.co.us
Ryan Noles	ryan.noles@state.co.us
Adam Spiker	adam.spiker@state.co.us
Gerardo Hidalgo	gerardo.hidalgo@state.co.us
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Zachary Miller	zachary.miller@state.co.us
Adam Parks	adam.parks@state.co.us

## Project Description

Project Attributes
<b>Project Name:</b> <b>Federal Boulevard BRT</b>
<b>Location:</b> <b>Along Federal Blvd from Dartmouth to 120<sup>th</sup></b>
<b>Estimated Budget:</b> <b>\$318M</b>
<b>Estimated Project Delivery Period:</b> <b>Final Design Start Spring 2026 – Construction Start Mid 2027 – Complete Construction Late 2029</b>
<b>Required Delivery Date (if applicable):</b> <b>BRT Service by January 2030 is the goal.</b>
<b>Source(s) of Project Funding:</b> <b>FTA Small Starts (Application in progress), CDOT match, local match</b>
<b>Project Corridor:</b> <b>Federal Blvd (approx. 18 miles)</b>
<b>Major Features of Work – pavement, bridge, sound barriers, etc.:</b> <b>Pavement, BRT Striping, BRT Stations (featuring elevated platforms and transit shelters), sidewalk, curb &amp; gutter, utility relocation/installation, and signals (with TSP)</b>
<b>Major Schedule Milestones:</b> <b>30% Design (Summer '25), Construction start (Mid '27), Revenue Service (Jan 2030)</b>
<b>Major Project Stakeholders:</b> <b>RTD, Denver, Federal Heights, Westminster, Adams County, DRCOG</b>
<b>Major General Obstacles:</b> <b>ROW impacts/Access Impacts, managing additional requests from stakeholders and local agencies, budget, schedule, public engagement</b>
<b>Major Obstacles with Right of Way, Utilities, and/or Environmental Approvals:</b> <b>SHPO Coordination, Right of Way acquisitions where stations are to be built in narrow sections of the roadway, utility relocation</b>
<b>Major Obstacles during Construction Phase:</b> <b>Phasing, high traffic volumes, maintaining business access, Multiple Jurisdictions</b>
<b>Safety Issues:</b> <b>Federal Blvd is on the High Injury Network, defined by total number of KSI crashes</b>
<b>Sustainable Design and Construction Requirements:</b> <b>NA</b>

## Project Goals

Project-Specific Goals	
<b>Goal #1:</b> Schedule – BRT revenue service by 2030.	
<b>Goal #2:</b> Functional – Prioritize safety and connectivity of all mode users along the corridor before, during, and after construction.	
<b>Goal #3:</b> Functional – Coordinate with local businesses to mitigate construction impacts.	
<b>Goal #4:</b> Functional – Maximize safety of workers and public road users during construction.	
<b>Goal #5:</b> Cost – Maximize the project scope and improvements within the project budget.	

## Project Constraints

General Constraints	
<b>Source of Funding:</b> FTA Small Starts (Application in progress), CDOT match, local match	
<b>Schedule constraints:</b> BRT Service by 2030	
<b>Federal, state, and local laws:</b> State highway (on NHS) within jurisdiction of multiple cities (Denver, Federal Heights, and Westminster)	
<b>Third party agreements with railroads, ROW, etc.:</b> IGA's and Maintenance IGA's with local agencies and RTD, right-of-way impacts anticipated	
Project Financing	
<b>Does your project have any funding gaps that would require Financing*? TBD – details on multiple funding sources in progress (NAAPME, local support, and FTA Small Starts)</b>	
Project Delivery Specific Constraints	
<b>Project delivery constraint #1:</b> Schedule – Estimated construction will take 2+ years which will span over at least two winter seasons depending on start date.	
<b>Project delivery constraint #2:</b> Cost – Project must not exceed \$318M unless other sources of funding are identified.	
<b>Project delivery constraint #3:</b> Schedule – Right-of-way acquisition timelines	
<b>Project delivery constraint #4:</b> Quality – Station amenities and enhancements will vary along the corridor. Station tie-in with private property	
<b>Project delivery constraint #5:</b> Functional - Coordination with future and ongoing local agency and developer permit projects	

## Project Risks

### Identified Project Risks

**Project Risk:**

Installation and relocation of utilities near station locations will impact schedule and budget.

**Project Risk:**

Right-of-way impacts will vary along the corridor. While design will attempt to minimize, they cannot be avoided. Impacts to budget and potentially project schedule due to coordination with property owners.

**Project Risk:**

Construction phasing for this 18-mile corridor will impact traffic and project schedule.

**Project Risk:**

Widening may lead to increased impervious area, which may impact design schedule, design budget, and right-of-way.

**Project Risk:**

FTA Small Starts Grant approval is the main source of funding for the delivery of this project and is capped at 50% (\$150M).

**Project Risk:**

Maintenance IGA has not been developed. Due to the complexity of the project, various elements will be owned and maintained by different agencies, which affects the design decisions for those elements (ie. station amenities). Impacts schedule.

**Project Risk:**

Obtaining necessary access and other permits could impact the project schedule.

**Project Risk:**

The project will likely gain more local support with additional enhancements, including multimodal improvements. Impacts budget.

**Project Risk:**

Coordination with business owners regarding driveway access impacts could impact the project schedule.

**Project Risk:**

Obtaining a no-rise certification or a CLOMR/LOMR will impact schedule and budget.

**Project Risk:**

Relocation of utilities in conflict with proposed storm drain will impact schedule and budget.

**Project Risk:**

Incorporating other projects that had previously been standalone (water quality, HSIP signals, etc.) into Federal BRT will require significant coordination both internal to CDOT and with Denver. Impacts schedule and budget.

**Project Risk:**

Funding for BRT operations has not yet been finalized. Requires coordination and development of agreements with RTD. Impacts project schedule.

**Project Risk:**

Some funding sources will require flexing FHWA sourced federal funding to FTA. Impacts schedule.

**Project Risk:**

May need permit from the railroad if desired to close the sidewalk gap under the railroad bridge. Adjacent bridge for the G Line on the north side would likely require separate coordination with RTD and another permit. Impacts schedule.

**Project Risk:**

Environmental impacts including Historic and Hazmat which cause redesign will impact project budget and schedule. Design changes may result in adjustments to APE for historic resources, requiring additional coordination with SHPO. Impacts schedule.

**Project Risk:**

Coordinating parking loss with business owners will impact project budget and schedule. Potential full ROW takes for severely impacted businesses

**Project Risk:**

Currently classified as a categorical exclusion (cat-ex). Change to an environmental assessment would require additional environmental work

## Project Delivery Selection Summary

PROJECT DELIVERY METHOD OPPORTUNITY/OBSTACLE SUMMARY			
	DBB	CM/GC	DB
<b>Primary Selection Factors</b>			
1. Project Complexity & Innovation	<b>++</b>	<b>++</b>	<b>+</b>
2. Project Delivery Schedule	<b>+</b>	<b>+++</b>	<b>++</b>
3. Project Cost Considerations	<b>++</b>	<b>++</b>	<b>+</b>
4. Level of Design	<b>++</b>	<b>++</b>	<b>++</b>
5. Risk Assessment	<b>++</b>	<b>++</b>	<b>+</b>
<b>Secondary Selection Factors</b>			
6. Staff Experience/Availability (Agency)	<b>P</b>	<b>P</b>	<b>NA</b>
7. Level of Oversight and Control	<b>P</b>	<b>P</b>	<b>NA</b>
8. Competition and Contractor Experience	<b>P</b>	<b>P</b>	<b>NA</b>
Rating Key			
<b>+++</b>	Most appropriate delivery method		
<b>++</b>	Appropriate delivery method		
<b>+</b>	Least appropriate delivery method		
<b>X</b>	Fatal Flaw (discontinue evaluation of this method)		
<b>NA</b>	Factor not applicable or not relevant to the selection		
<b>P</b>	Pass		
<b>F</b>	Fail		

## Project Delivery Selection Summary Conclusions and Comments

Overview of project: The project has completed 30% design with anticipated Final Design to begin in Spring of 2026. The expected NEPA designation from FTA is CatEx.

Funding: Currently the project has committed funds to complete full design and NEPA (10year plan funds, local agency funding and TIP funding). Projected award from FTA application for construction funding will likely be known by end of 2025. NAPME funds application is also in process to request approximately \$30M. Project scope will range between \$100M - \$300M, depending on funding sources realized.

Final Design RFP: The RFP development will depend on the size (scope and dollar value) of the project. The contract value will also impact Contractor interest and competition.

PDSM Process: Following this initial workshop, an industry review meeting and public meeting will be held. This meeting will solicit public and industry comments on the selected delivery method. Then, the selected method will be brought to the Transportation Commission for review and approval. Finally, this justification document will be sent to the Chief Engineer for signature and approval.

Contractor Input: DBB doesn't get construction input until constructability review, after full set of plans are completed. CMGC has one contractor selected based on qualifications and provides input during design. DB is a design competition, typically with 3 short listed proposers.

Procurement: DBB takes approximately 4-6 weeks (after final design is completed) and selection is based on low bid. CMGC takes approximately 16-20 weeks (around 10-30% design completed) and selection is based on qualifications. DBB takes approximately 8-12 months (around 10-20% design completed). If more funding is realized after procurement, anything more than 30% increase to contract should be a second procurement rather than a change order. This project can benefit from CMGC delivery due to the earlier start of construction to implement smaller packages along the corridor.

Complexity and Innovation: The project's civil-focused nature, with no major structures, means DBB is appropriate, while CMGC's collaborative approach still allows for innovation in phasing and traffic management. In contrast, Design-Build's typical benefits for complex, highly innovative designs are less relevant, as the project's core elements are well-defined, and the cost of the DB method would outweigh its benefits.

Delivery Schedule: DBB is the least appropriate method for meeting the 2030 revenue service goal. CMGC is the most appropriate method for meeting the 2030 revenue service since packages can be separated to mitigate the effects of right-of-way acquisitions on the delivery schedule. If CMGC is selected, packages will be determined with the contractor on-board and when right-of-way needs are clearly defined. While right-of-way impacts can be mitigated with CMGC packages, they cannot be eliminated. DB is also an appropriate method for meeting the 2030 revenue service goal. The phased approach of CMGC provides the best strategy for meeting the project goal, which is a primary driver for selecting an alternative delivery.

Level of Design: The current 30% design level is a good starting point for either CMGC or DB, as it is sufficient to allow for qualifications-based procurement while still providing opportunity for contractor input on constructability, value engineering, and phasing during the final design. None of the delivery methods provide major opportunities or obstacles based on this criterion. All delivery methods are appropriate.

Cost Considerations: DBB and CMGC are both appropriate methods due to the certainty of the cost of what is to be constructed in the plan set or packages. CMGC's packaging approach allows for adjusted scope implementation based on funding sources realized through the design phase. DB is the least appropriate due to the increase of cost based on Contractor taking more of the risk, which will impact the scope/quality of what can be delivered within the limited budget.

Risks: DBB is an appropriate delivery method as it benefits from having a better understanding of the risks and mitigation prior to advertisement. CMGC is an appropriate method, since the packages allow for separated risk mitigation and allocated risk sharing via the risk register. DB is the least appropriate method since risks will be less understood at the time of procurement and uncertainty will increase cost. Due to the simplicity of the construction line items in this project, it is likely that risks will be better understood in DBB and CMGC, rather than paying for unknown risks in DB that can be determined in design.

Secondary Selection Factors: DB was noticeably the least appropriate method after Primary Factor ratings. DBB and CMGC were discussed at a high level regarding the three secondary factors. No specific notes were tracked for the secondary factors. However, the discussion led to consensus for pass/fail ratings provided on the summary table (page 12). Both DBB and CMGC are appropriate methods regarding the secondary factors. While the secondary factors did not provide a clear distinction, the primary factors, particularly the project schedule and risk assessment, favor CMGC as the most suitable delivery method.

CMGC is the most appropriate delivery method for this project. While DBB is equally appropriate in several factors, it falls short of providing the necessary opportunities to meet the project's primary goal of achieving revenue service by 2030. The ability to deliver this project with severable packages under CMGC allows for construction to begin earlier, mitigating schedule risks associated with right-of-way acquisitions and other third-party agreements along this 18-mile corridor. The project's risks are better understood, and allocated, in CMGC compared to DB. CMGC's financial flexibility allows the scope to align with the final realized budget, ensuring the maximum possible improvements are delivered within the project's financial constraints.

## Project Delivery Selection Matrix

### Primary Factors

#### 1) Project Complexity and Innovation

Project complexity and innovation is the potential applicability of new designs or processes to resolve complex technical issues.

<b>DESIGN-BID-BUILD</b> - Allows Agency to fully resolve complex design issues and qualitatively evaluate designs before procurement of the general contractor. Innovation is provided by Agency/Consultant expertise and through traditional agency directed processes such as VE studies and contractor bid alternatives.		
Opportunities	Obstacles	Rating
Can complete negotiation with local agencies regarding 4f/6f properties	Meeting the 2030 revenue service date, due to complexity and size of the project	
More certainty and local agency consensus prior to construction start	Lowest bidder isn't always the best performer, no opportunity for qualification-based selection for this high profile project	
Private utility relocation negotiation during the design phase		++
Phase synchronization with well-defined scope		
Coordination with local agencies in the development of their assets		
Right-of-way acquisitions is lower risk with DBB		
<b>CMGC</b> - Allows independent selection of designer and contractor based on qualifications and other factors to jointly address complex innovative designs through three party collaboration of Agency, designer, and Contractor. Allows for a qualitative (non-price oriented) design but requires agreement on CAP.		
Opportunities	Obstacles	Rating
Qualification based selection for this high-profile project	Potential for need of innovative design is lower on this project due to the simplicity of the construction line items (civil items, no major structures)	
Opportunity to innovate along the process, in the packages	Private utility relocation can impact the schedule, potentially lowering the schedule benefits provided	
Lean process for procurement and construction	Right-of-way acquisition mid-level risk	++
Contractor involvement for public utility relocation negotiations		
Construction phasing synchronization on this 18-mile corridor can benefit from severable packages		
Coordination with local agencies in the development of their assets		
<b>DESIGN-BUILD</b> - Incorporates design-builder input into design process through best value selection and contractor proposed Alternate Technical Concepts (ATCs) – which are a cost-oriented approach to providing complex and innovative designs. Requires that desired solutions to complex projects be well defined through contract requirements.		
Opportunities	Obstacles	Rating
Qualification based selection for this high-profile project	Potential for need of innovative design is lower on this project due to the simplicity of the construction line items (civil items, no major structures)	
Lean process for procurement is the responsibility of the contractor	Private utility relocation can impact the schedule	+
Contractor involvement for public utility relocation negotiations	Defining synchronicity of future phases at RFP becomes difficult	
	Individual stakeholder assets will need to be pre-developed and approved prior to RFP	
	Right-of-way acquisitions is highest risk in DB	

## 2) Delivery Schedule

Delivery schedule is the overall project schedule from scoping through design, construction and opening to the public. Assess time considerations for starting the project or receiving dedicated funding and assess project completion importance.

**DESIGN-BID-BUILD** - Requires time to perform sequential design and procurement, but if design time is available has the shortest procurement time after the design is complete.

Opportunities	Obstacles	Rating
	All right-of-way acquisition must be completed prior to ROW clearance	+
	Revenue service goal of 2030 is unrealistic, due to length of design and construction	
	Cannot procure long-lead time items until contractor is on board.	
	Cost and schedule certainty at the end of construction (latest)	

**CMGC** - Quickly gets contractor under contract and under construction to meet funding obligations before completing design. Parallel process of development of contract requirements, design, procurements, and construction can accelerate project schedule. However, schedule can be slowed down by coordinating design-related issues between the CM and designer and by the process of reaching a reasonable CAP.

Opportunities	Obstacles	Rating
Right-of-way acquisitions can happen as needed for the packages	Contractor leverage during negotiation of final package, if not one single package	+++
Much earlier construction start potential, this benefits the project goal of 2030 revenue service	Does not provide strong leverage for the project completion of 2030	
The ability to procure long-lead items before final design is completed		
Contractor input on manufactured elements can assist with decision making, (continued value engineering)		
Cost certainty at final CAP agreement		
Scope items not critical to revenue service can be pushed to later packages to focus on meeting 2030 goal		
Schedule impacts from 3 <sup>rd</sup> party agreements can be mitigated with multi-package delivery		

**DESIGN-BUILD** - Ability to get project under construction before completing design. Parallel process of design and construction can accelerate project delivery schedule; however, procurement time can be lengthy due to the time necessary to develop an adequate RFP, evaluate proposals and provide for a fair, transparent selection process.

Opportunities	Obstacles	Rating
Contractor responsibility to meet project scope at a set time within budget, they procure items to meet those goals	3 <sup>rd</sup> party agreements at highest risk with DB	++
Cost and schedule certainty at procurement (earliest)		
The risk of project completion is transferred to the Contractor		

### 3) Level of Design

Level of design is the percentage of design completion at the time of the project delivery procurement.

DESIGN-BID-BUILD - 100% design by Agency or contracted design team, with Agency having complete control over the design.		
Opportunities	Obstacles	Rating
Complete control of design	Lack of contractor input during final design	++
Resolves most design-related and third-party risks (i.e. utilities, right-of-way, and environmental approvals) before advertisement	Agency design errors that lead to change orders could impact the limited construction budget	
<b>CMGC</b> - Can utilize a lower level of design prior to procurement of the CMGC and then collaboration of Agency, designer, and CMGC in the further development of the design. Iterative nature of design process risks extending the project schedule.		
Opportunities	Obstacles	Rating
Contractor input during final design for phasing and station design		++
Allocation of design risks determined during design with all parties involved		
DESIGN-BUILD - Design advanced by Agency to the level necessary to precisely define contract requirements and properly allocate risk (typically 30% or less).		
Opportunities	Obstacles	Rating
Contractor input during final design for phasing and station design	Currently this project has many decisions to be worked through via stakeholder engagement and agency coordination, which creates a challenge for developing an adequately detailed RFP at procurement	++

### 4) Project Cost Considerations

Project cost is the financial process related to meeting budget restrictions, early and precise cost estimation, and control of project costs.

DESIGN-BID-BUILD - Competitive bidding provides a low-cost construction for a fully defined scope of work. Costs accuracy limited until design is completed. More likelihood of cost change orders due to contractor having no design responsibility.		
Opportunities	Obstacles	Rating
Timing of funding certainty and budget certainty, allows for better scope alignment with the available funds	Hard to estimate effects of inflation on a multi-year construction project, market volatility has greatest impact on DBB	++
<b>CMGC</b> - Agency/designer/contractor collaboration to reduce risk pricing can provide a low-cost project however, non-competitive negotiated CAP introduces price risk. Good flexibility to design to a budget.		
Opportunities	Obstacles	Rating
Package cost integrity at CAP agreement regardless of market volatility	The more packages implemented decreases leverage in negotiation impacting final costs	++
Allows delivery of project packages to be tied to the availability and certainty of the various funding sources		
DESIGN-BUILD - Designer-builder collaboration and ATCs can provide a cost-efficient response to project goals. Costs are determined with design-build proposal, early in design process. Allows a variable scope bid to match a fixed budget. Poor risk allocation can result in high contingencies.		
Opportunities	Obstacles	Rating
Contractor carries risk of market volatility	Due to uncertainty in funding available at time of procurement, limited project scope can be delivered, limiting the impact this project intends to have on transit reliability and pedestrian safety	+
Cost integrity at the soonest compared to other methods	Uncertainty of design risks increases risk contingency cost	

## 5) Risk Assessment of Delivery Methods

Risk is an uncertain event or condition that, if it occurs, influences a project's objectives. Risk allocation is the assignment of unknown events or conditions to the party that can best manage them. An initial assessment of project risks is important to ensure the selection of the delivery method that can properly address them. An approach that focuses on a fair allocation of risk will be most successful.

**DESIGN-BID-BUILD** - Risk allocation for design-bid-build is best understood by the industry but requires that most design-related risks and third-party risks be resolved prior to procurement to avoid costly contractor contingency pricing, change orders, and potential claims.

Opportunities	Obstacles	Rating
Most risks are understood and mitigated with force accounts, etc.	Right-of-way acquisitions must be completed prior to advertisement, impacts schedule and meeting 2030	++
DBB provides more opportunity to incorporate public/stakeholder comments	Multiple contractors from multiple DBB packages can create risk in quality and consistency	
<b>CMGC</b> - Provides opportunity for Agency, designer, and contractor to collectively identify and minimize project risks, and allocate risk to appropriate party. Has potential to minimize contractor contingency pricing of risk but can lose the element of competition in pricing.		
Opportunities	Obstacles	Rating
Mitigate right-of-way acquisitions impact to schedule	The element of competition in contractor pricing is lost as unforeseen risks arise in the project	++
Separate 3 <sup>rd</sup> party negotiation/coordination for packages		
Risk Register allows for more detailed allocation of project risks to the party best suited to manage each risk		
<b>DESIGN-BUILD</b> - Provides opportunity to properly allocate risks to the party best able to manage them, but requires risks allocated to design-builder to be well defined to minimize contractor contingency pricing of risks.		
Opportunities	Obstacles	Rating
	Need a good understanding of the risks for RFP development	
	Intense nature of construction and development of the project is not conducive to negotiation leverage	+
	Managing risks due to 3 <sup>rd</sup> party negotiations is more challenging	

## Project Delivery Selection Matrix Secondary Factors

### 6) Staff Experience and Availability

Agency staff experience and availability as it relates to the project delivery methods in question.

**DESIGN-BID-BUILD** - Technical and management resources necessary to perform the design and plan development. Resource needs can be more spread out. **Rating:** Pass

**CMGC** - Strong, committed Agency project management resources are important for success of the CMGC process. Resource needs are similar to DBB except Agency must coordinate CM's input with the project designer and be prepared for CAP negotiations. **Rating:** Pass

### 7) Level of Oversight and Control

Level of oversight involves the amount of agency staff required to monitor the design or construction, and amount of agency control over the delivery process.

**DESIGN-BID-BUILD** - Full control over a linear design and construction process. **Rating:** Pass

**CMGC** - Most control by Agency over both the design, and construction, and control over a collaborative agency/designer/contractor project team.

**Rating:** Pass

### 8) Competition and Contractor Experience

Competition and availability refer to the level of competition, experience and availability in the marketplace and its capacity for the project.

**DESIGN-BID-BUILD** - High level of competition, but GC selection is based solely on low price. High level of marketplace experience. **Rating:** Pass

**CMGC** - Allows for the selection of the single most qualified contractor, but CAP can limit price competition. Low level of marketplace experience.

**Rating:** Pass



# Federal Boulevard BRT Alternative Delivery Selection Recommendation January 14, 2026



**COLORADO**

Department of Transportation



# Agenda

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- Project Overview & Goals
- Project Status
- Delivery Selection Process
- Delivery Method Recommendation: CM/GC
- Q&A



# Project Overview

## Location

- 18-mile corridor along Federal Blvd from Dartmouth Ave to 120<sup>th</sup> Ave

## Project Scope

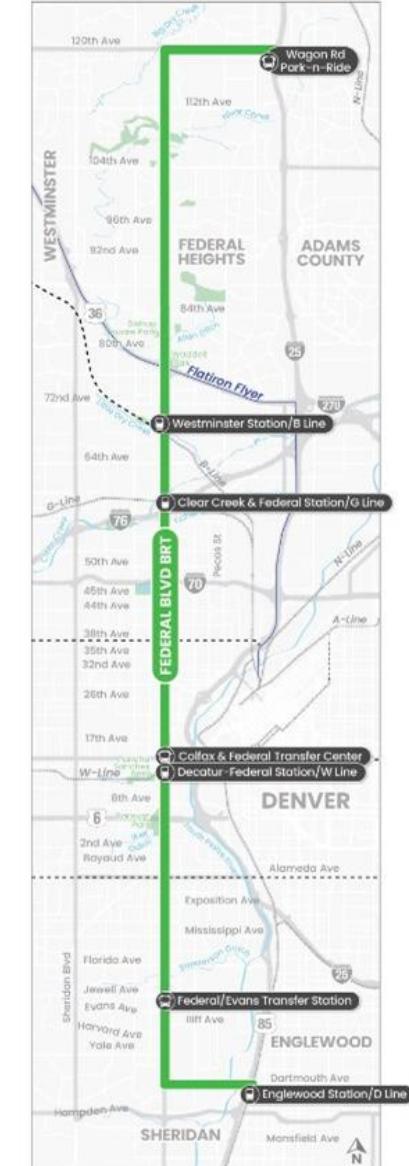
- BRT Stations with elevated platforms
- Sidewalks, curb ramps, roadway reconstruction
- Signal work/construction, utility relocation, bus lane striping and signing

## Cost

- \$318M estimated cost (includes design, ROW, and construction)

## Project Partners

- RTD, Denver, Federal Heights, Westminster, Adams County, and DRCOG





# Federal Boulevard BRT Goals

## Federal Blvd. BRT Project Goals



Improving safety along the corridor and at transit station areas.



Increasing transit reliability and ridership.



Decreasing transit travel times.



Promoting cultural vibrancy and quality of life along the corridor.



Increasing transit accessibility.



Improving connectivity and mobility.



# Project Status

## Design Status

- 30% Design (FIR) complete
- Final Design RFP to be released in Q1 2026
- NEPA document expected to be complete by Spring 2026

## FTA Capital Investment Program (CIG)

- CDOT is working to secure a \$150M FTA Small Starts Grant
- The project recently received a medium-high rating and is proceeding in FTA's CIG project development process

## CDOT Controlled Funds

- \$150M identified in CDOT's current 10-Year Plan FY27+ (design and construction)
- Potential for funding from Non-Attainment Area Pollution Mitigation Enterprise (NAAPME) and other programs

**Project to be implemented with funds available during projected construction phase FY27 - FY30**



# Project Delivery Selection Matrix

## Contractual Relationships

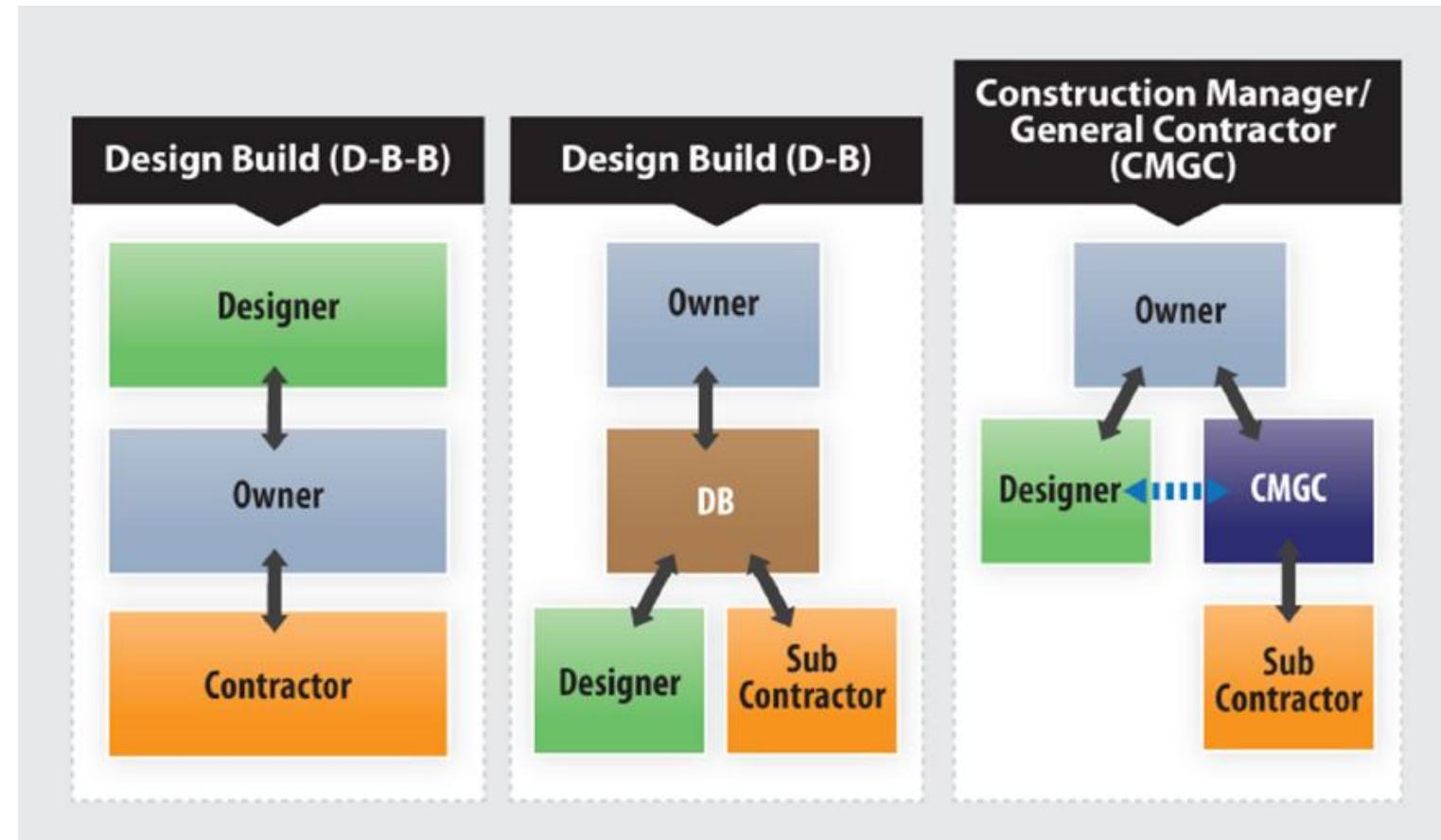
- DBB - DB - CM/GC

## Alternative Delivery Selection

- PDSM Workshop
- Industry Meeting

## Evaluation Criteria

- Complexity and Innovation
- Delivery Schedule
- Level of Design
- Cost Considerations
- Risks
- Secondary Factors

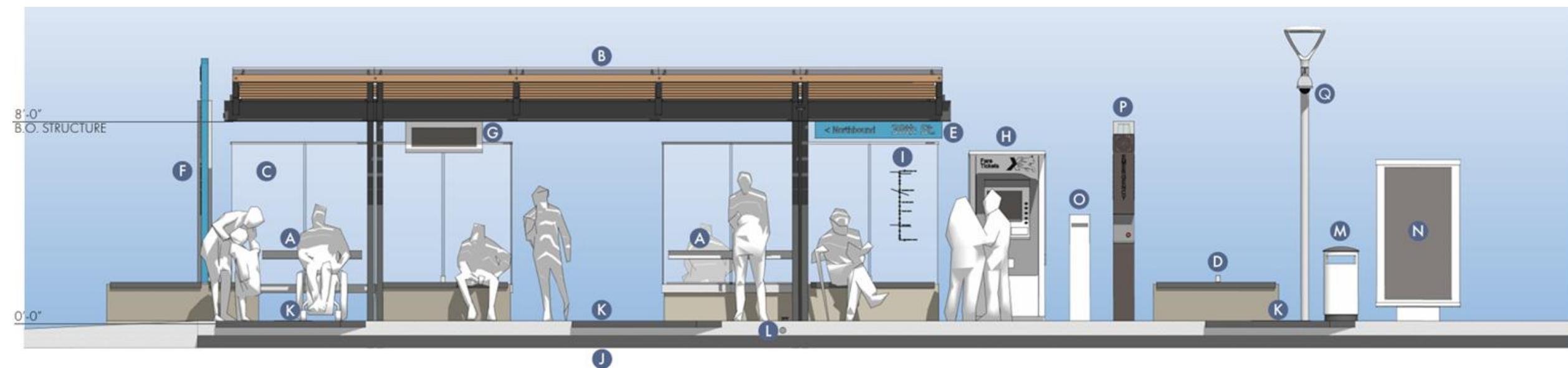




# Project Delivery Goals

## Not ordered by priority:

1. Achieve BRT revenue service by January 2030.
2. Prioritize safety and connectivity for all modes before, during, and after construction.
3. Coordinate with local businesses to mitigate construction impacts.
4. Maximize safety for workers and the public during construction.
5. Maximize project scope and improvements within the budget.





# Matrix Summary Results

## Rating Key

- **+++** Most Appropriate
- **++** Appropriate
- **+** Least Appropriate
- **P/F** - Pass/Fail

PROJECT DELIVERY METHOD OPPORTUNITY/OBSTACLE SUMMARY			
	DBB	CM/GC	DB
<b>Primary Selection Factors</b>			
1. Project Complexity & Innovation	<b>++</b>	<b>++</b>	<b>+</b>
2. Project Delivery Schedule	<b>+</b>	<b>+++</b>	<b>++</b>
3. Project Cost Considerations	<b>++</b>	<b>++</b>	<b>+</b>
4. Level of Design	<b>++</b>	<b>++</b>	<b>++</b>
5. Risk Assessment	<b>++</b>	<b>++</b>	<b>+</b>
<b>Secondary Selection Factors</b>			
6. Staff Experience/Availability (Agency)	<b>P</b>	<b>P</b>	
7. Level of Oversight and Control	<b>P</b>	<b>P</b>	
8. Competition and Contractor Experience	<b>P</b>	<b>P</b>	
<b>Rating Key</b>			
<b>+++</b>	Most appropriate delivery method		
<b>++</b>	Appropriate delivery method		
<b>+</b>	Least appropriate delivery method		
<b>X</b>	Fatal Flaw (discontinue evaluation of this method)		
<b>NA</b>	Factor not applicable or not relevant to the selection		



# Why CM/GC?

## Federal BRT Implementation Schedule



## Schedule Benefit

- Mitigate schedule risks associated with right-of-way acquisitions
- Most appropriate method to meet the 2030 goal

## Cost and Scope Flexibility

- Allows scope to be adjusted to align with realized budget

## Risk Mitigation

- Design Build: unknown risks increase cost
- CMGC allows for collaborative risk allocation



# Industry Outreach

## Meeting Overview

- Held Virtually on December 17, 2025
- Share project update/overview and the recommended CM/GC alternative delivery

## Industry Feedback

- No major concerns or objections were raised regarding the selection of CM/GC for the project
- Inquiries about PDSM timing, CM procurement, and phasing priorities
- Google Form Q&A closed on December 23

## Next Steps

- The team continues to recommend CM/GC
- If approved, we will initiate the Procurement Process (which may take approx. 6 months)



# Schedule and Next Steps

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## Transportation Commission

- January 2026

## Procurement Process

- Final Design RFP: January/February 2026
- Owner's Representative RFP: Spring 2026
- CM RFP: Spring 2026

## Project Milestones

- Construction Start : Late 2027
- Revenue Service : 2030

# Questions/Comments?

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# Thank You!

**Ryan Noles, AICP**

Colorado Department of Transportation

Bus Rapid Transit Project Manager

303.512.4162

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## Transportation Commission Memorandum

**To:** Transportation Commission (TC)

**From:** Jessica Myklebust, Region 1 Transportation Director;  
Shane Ferguson, Region 2 Transportation Director;  
Heather Paddock, Region 4 Transportation Director;  
Darius Pakbaz, Director, Division of Transportation Development

**Date:** January 14, 2026

**Subject:** FY 2027-2036 10-Year Plan Workshop: Region 1, Region 2 & Region 4

### Purpose

Staff is continuing the process of presenting the 10-Year Plan for consideration and adoption. CDOT Regions 1, 2 and 4 project lists will be featured at this workshop, showcasing how these projects focus on safety, road repair, and increased mobility options on Colorado's Front Range.

### Action

No action; Discussion Item.

### Background

The 10-Year Plan is Colorado's roadmap for prioritizing and investing in critical transportation projects across the state over the next decade. It is an action plan that defines how and when transportation performance goals established in the recently adopted 2050 Statewide Transportation Plan will be achieved.

The 10-Year Plan is funded through "strategic funding", which fully or partially supports these initiatives. "Strategic funding" is flexible state and federal funding that is allocated to projects that address our performance goals of fixing our roads, advancing transportation safety, and sustainably increasing transportation choice.

Major investment needs in the 10-Year Plan are identified through:

- Data analysis (For example, addressing poor assets like pavement condition)
- Community outreach
- Statewide planning and development studies
- Metropolitan and rural regional transportation plans

Approximately \$900 million in strategic funding is expected to be available for the plan during the initial four years (FY 2027 - FY 2030). An additional \$1.35 billion in strategic funding is projected from FY 2031 through the end of the plan. All CDOT Regions are actively working to ensure balanced resource allocation across their diverse communities, while simultaneously addressing the state's most pressing infrastructure requirements.

### **Region 1 10-Year Plan**

Region 1 is proposing 31 projects for delivery and/or funding into the FY 2027-36 10-Year Plan, with five new projects for inclusion into the plan. The Region is requesting \$300 million in proposed strategic funds for their projects in the first four-year prioritized plan (FY 2027-30) and \$521 million in planned strategic funds for the out-years of the plan. Any new projects improving I-25 in the next plan will be predicated on fully funding Bustang mainline services at the expanded service levels on routes serving I-70 and I-25.

Region 1 Regional Transportation Director Jessica Myklebust will highlight the following projects for the workshop today:

- Federal Boulevard Bus Rapid Transit
- I-25 Corridor Improvements
- I-270 Corridor Improvements
- North Stadium Safety Access Improvements
- Regionwide Signal and Ramp Meter Upgrades
- Colorado Boulevard Bus Rapid Transit

### **Region 2 10-Year Plan**

Region 2 is proposing 78 projects for delivery and/or funding into the FY 2027-36 10-Year Plan, with 35 new projects for inclusion into the plan. The Region is requesting \$166 million in proposed strategic funds for their projects in the first four-year prioritized plan (FY 2027-30) and \$249 million in planned strategic funds for the out-years of the plan.

Region 2 Regional Transportation Director Shane Ferguson will highlight the following projects for the workshop today:

- I-25 Raton Pass Wildlife Safety Improvements
- US 50B Resurfacing at Passing Lane Locations
- CO 12A Resurfacing in Huerfano County
- US 24G East Widening in Colorado Springs
- Pikes Peak State College North & South Mobility Hubs
- I-25 Exit 108: Replace Single Box Culvert Crossing Under I-25; North Pueblo Mobility Hub
- US 24A Intersection Improvements at CO 67F Divide in Teller County
- CO 9C Resurfacing and Subgrade Stabilization Repairs

## Region 4 10-Year Plan

Region 4 is proposing 53 projects for delivery and/or funding into the FY 2027-36 10-Year Plan, with 21 new projects for inclusion into the plan. The Region is requesting \$209.1 million in proposed strategic funds for their projects in the first four-year prioritized plan (FY 2027-30) and \$313.7 million in planned strategic funds for the out-years of the plan.

Region 4 Regional Transportation Director Heather Paddock will highlight the following projects for the workshop today:

- CO 14 Intersection Safety Improvements: I-25 to WCR 27
- CO 14 Intersection & Preservation Improvements at WCR 29, WCR 31, WCR 33, & Pedestrian Safety Improvements in Ault
- CO 52 Operational, Safety, and Multimodal Improvements from Aggregate Boulevard to Colorado Boulevard
- I-76 Keenesburg Overlay Preservation
- CO 59 North of Kit Carson Resurfacing in Kit Carson & Cheyenne Counties
- US 287 Kit Carson to Eads Concrete Slabs in Kiowa and Cheyenne Counties
- US 34/US 287 Intersection Safety and Multimodal Improvements
- I-25 Segment 4 (CO 7 to CO 66) Safety and Multimodal Improvements

## Next Steps

At the conclusion of a public comment period and final updates, the plan will be brought forward for adoption by the Commission. Adoption of the plan will set the framework for project development, budget development, and finalization of the next Statewide Transportation Improvement Program (STIP) in April 2026.

After adoption, the Transportation Commission may review and amend the plan mid-cycle for the following reasons:

- The addition or removal of any project between major update cycles.
- Per PD 703, any requests for modifications to strategic funds within the plan require approval.
- Annually in May, the Transportation Commission approves the STIP which will allocate funding per federal statute and approves the CDOT annual budget, including funding allocations for the fiscal year for strategic fund line-items.

Development of the next four-year prioritized period (FY31-34) is anticipated to occur in Spring 2029.

## Attachments

- Presentation - FY 2027-FY 2036 10-Year Plan Workshop Regions 1, 2 and 4 Projects
- Attachment A - Region 1, Region 2 & Region 4 Project Tables
- Attachment B - Project Fact Sheets (Linked through [codot.gov](http://codot.gov))
- Attachment C - Definitions Attachment



# FY 2027-FY 2036 10-Year Plan Workshop

Region 1, Region 2 & Region 4 Projects

January 2026





## 10-Year Plan Completion Schedule (1)

## 10-Year Plan Completion Schedule

Version: 12/15/2025





# Workshop Agenda



- January Workshop Focus - Central, Southeast, and Northeast Colorado
- Region 1 Proposed 10-Year Plan Overview
- Region 4 Proposed 10-Year Plan Overview
- Region 2 Proposed 10-Year Plan Overview
- Fixing our Roads - Central, Southeast, and Northeast Colorado
- Advancing Transportation Safety - Central, Southeast, and Northeast Colorado
- Sustainably Increasing Transportation Choice - Central, Southeast, and Northeast Colorado
- 10-Year Plan Development: Supporting our Performance Goals
- Finalization & Next Steps



# January 2026 Commission Workshop: Central, Northeast, and Southeast Colorado





# January 2026 Workshop Focus

## Overview and Review of Materials

### January Commission Focus: Central, Southeast, and Northeast Colorado

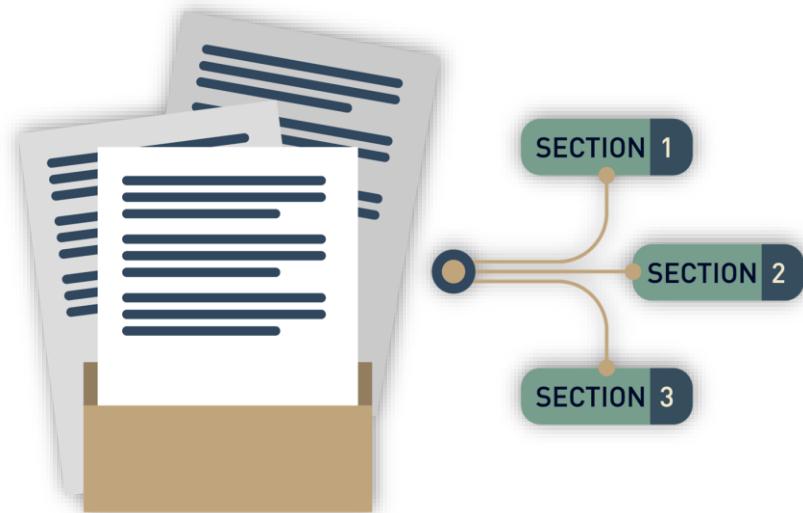
Discuss how the proposed plans will work to achieve each of the performance goals.

### Regional Presentations

Jessica Myklebust (Region 1 RTD), Shane Ferguson (Region 2 RTD), and Heather Paddock (Region 4 RTD) will highlight a selection of projects in their region that are being proposed.

### Workshop Meeting Attachments

- **Status Report View of 10-Year Plan** - Public view of all the proposed projects from Regions 1, 2 and 4, similar to the current quarterly/annual 10-Year Plan report.
- **Project Fact Sheets** - The fact sheets describe each proposed project in more detail, providing additional context on the proposed investment and scope. This information goes beyond the details included in the status report view of proposed projects.
- **Definitions Attachment** - Defining each project type and project element as shown in the project fact sheets.





# Proposed 10-Year Plan & Projects: CDOT Region 1



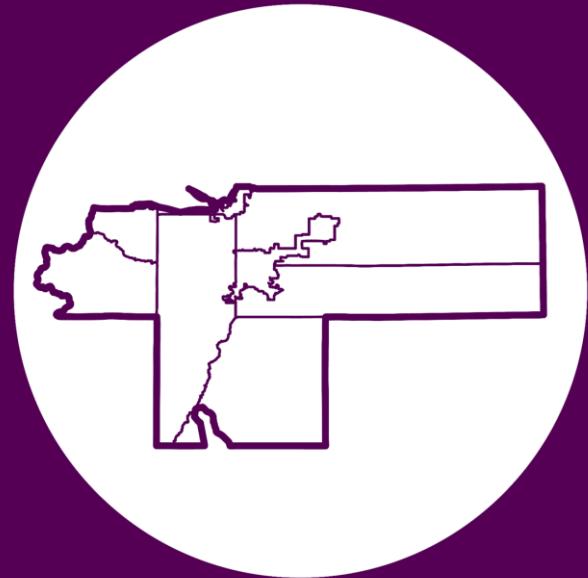


# Region 1 Overview

## Region 1: Denver Metro/ Central Colorado

Counties in this region are Adams, Arapahoe, Broomfield, Clear Creek, Denver, Douglas, Gilpin and Jefferson.

Major highways through this region include I-25, I-70, I-76, I-225, I-270, US 6, US 36, US 40, US 85, US 285 and US 287.



## Region 1 Proposed 10-Year Plan Overview

- 31 Proposed Projects for next 10-Year Plan
- 5 New proposed projects added to the 10-Year Plan
- \$300,000,000 proposed strategic fund allocations for FY 2027 through FY 2030
- \$520,961,000 proposed strategic funds allocations for FY 2031 through FY 2036



# Region 1 Project Highlight: Federal Boulevard Bus Rapid Transit

## Sustainably Increase Transportation Choice



### Federal Boulevard Bus Rapid Transit (BRT)

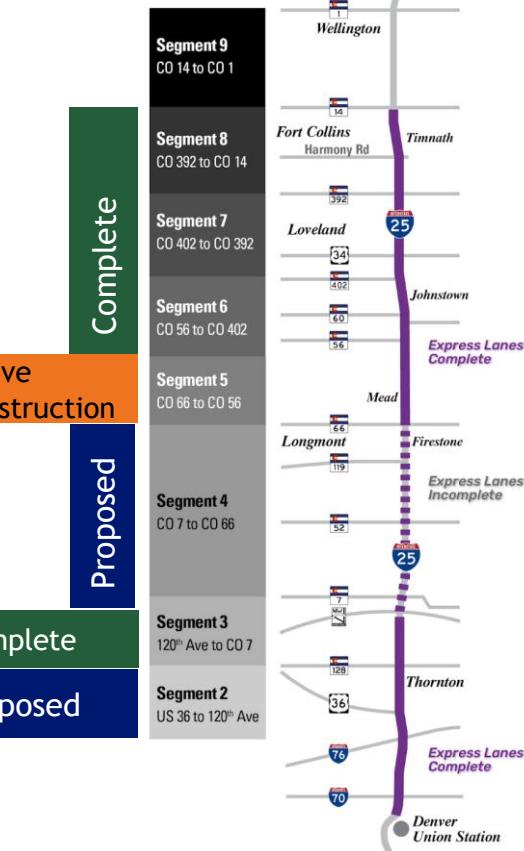
- Federal Blvd. in Denver and Adams Counties (CO 88 and US 287)
- \$318M Total Cost
  - Strategic Funding (\$59.6M FY19-26, \$95M FY27-30, \$124M FY31-36, \$39.4M Other)
- Project Description: Completion of side-running bus rapid transit infrastructure on 18 mile section between 120th Avenue to Dartmouth Avenue.
  - Stations, signals, and roadway elements
  - Supporting infrastructure bike and pedestrian infrastructure, lighting, etc.
  - Resurfacing of pavement and roadway markings
- The implementation of BRT will allow for increased rapid transit frequency along the corridor between 7.5-15 minutes while meeting greenhouse gas emissions reduction goals by 2030.



# I-25 Corridor Overview

## I-25 Environmental Impact Statement

- Initiated in 2001 - FEIS signed 2011
- Purpose & Need addresses the explosive growth in Northern Colorado, improve the safety of I-25 corridor, replace aging and obsolete infrastructure, and provide users choice through modal alternatives
- Preferred alternative scope limits extended north of Union Station to Wellington and west to US 287 and east to US 85. Included: Express Lanes, Express Bus, General Purpose Lanes, Commuter Bus on US 85, and Commuter Rail
- Express Lane was determined to be built first, generating revenue to fund the preferred alternative
  - 16 miles of Express Lane remaining for 52 miles continuously
- Bustang on the Northline launched in July 2015
- Preferred alternative meets PD14 goals in 2025



Advancing  
Transportation  
Safety



Fix  
Our  
Roads



Sustainably  
Increase  
Transportation  
Choice



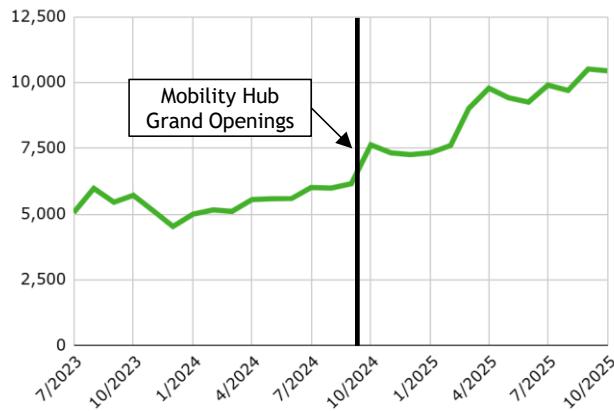
# I-25 Corridor Overview

## Bustang Services

### Bustang: Colorado's Interregional Express Bus Service

- Any new projects improving I-25 in the next plan will be predicated on fully funding Bustang mainline services at the expanded service levels on routes serving I-70 and I-25.
- Bustang connects major populations, employment centers and local transit entities along the I-25 and I-70 corridors. It provided 353,000 trips in FY 2025, a **245% increase in ridership** since the program launched in 2015.
- Developers along the Front Range are investing in transit-oriented build-outs near hubs and have put private dollars into mobility hub features.
- North Line recovered 31% of operating expenses via the farebox in FY25, a national leader among commuter bus services.
- From Firestone-Longmont to Denver driving can vary between 40 minutes to an hour compared to transit in the Express Lane, which is reliably a 30 minute trip

North Line Ridership by Month





# I-25 Corridor Overview

## Development of Bustang

### Bustang and Mobility Hubs

- [Mobility Hubs](#)
- National model of turning an existing interstate into a BRT corridor
- Spent last 7 years incorporating transit into a core function of North I-25 with Bustang and Mobility hub investments
- Segments 2a, 2b and 4 allow us to strengthen the Bustang system, increasing ridership and utility of Bustang service



### Completed Mobility Hubs

- [Berthoud Mobility Hub](#)
- [Centerra Loveland Mobility Hub](#)
- [Firestone-Longmont Mobility Hub](#)

### Mobility Hubs Under Construction

- [Broomfield/Thornton Mobility Hub](#)
- [Skyridge/Lone Tree Mobility Hub](#)

### Future Mobility Hubs

- [Castle Rock Mobility Hub](#)
- Fairplay Mobility Hub
- [Grand Junction Mobility Hub](#)
- Harmony Road Mobility Hub
- Idaho Springs Mobility Hub
- [Monument Mobility Hub](#)



# Region 1 Project Highlight: I-25 Segment 2a (US 36 to 104th Avenue)

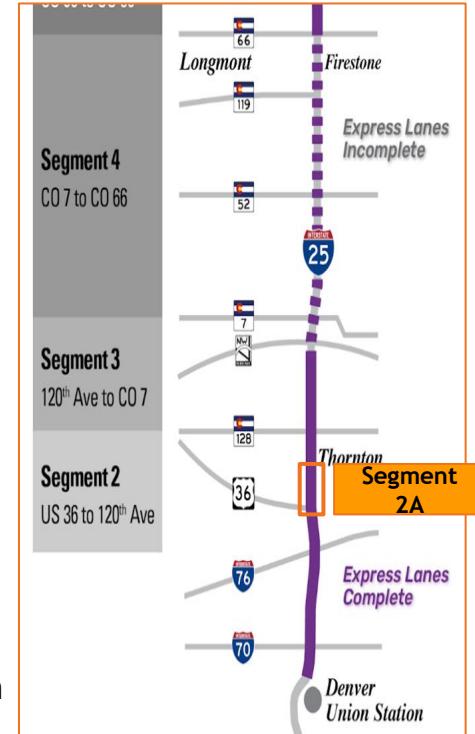


## Advancing Transportation Safety



### I-25 Segment 2a

- Interstate 25 in Adams County
- \$270M Total Cost
  - Strategic Funding (\$20M FY19-26, \$90M FY27-30, \$160M Other)
- Project Description: An average of 2.7 crashes per day occur on this 5 mile segment. Bring the segment up to current design standards enabling emergency operations on shoulders and reducing crashes by an estimated 46% corridor-wide. Replacement of the fair rated 88th Avenue bridge will include a new bikeway and expanded sidewalks on both sides. Addition of general purpose lane NB and SB. Culvert replacement.





# Region 1 Project Highlight: I-25 Segment 2b

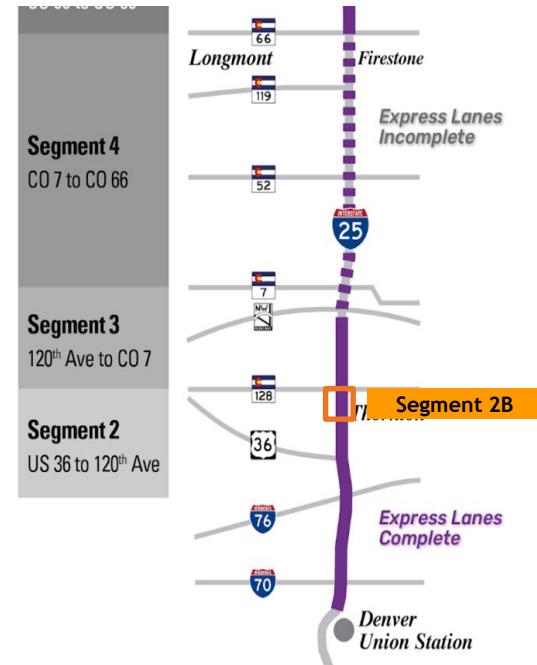


## Advancing Transportation Safety



### I-25 Segment 2b (104th Ave to 120th Ave)

- Interstate 25 in Adams County
- \$85M Total Cost
  - Strategic Funding (\$0M FY27-30, \$85M Other)
- Project Description: Continuation of safety and operational improvements from I-25 Segment 2a. Safety improvements to shoulders to allow for emergency operations.





# Region 1 & 4 Project Collaboration: I-25 Segment 3b

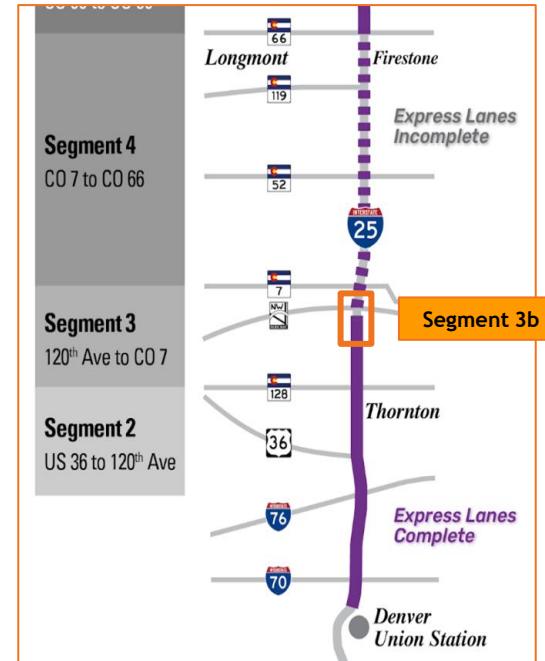


## Sustainably Increase Transportation Choice



### I-25 Segment 3b (E470-CO7)

- Interstate 25 in Adams County
- \$315M Total Cost
  - Strategic Funding (\$0M FY27-30, \$86.5M FY31+, and \$228.5M Other)
- Project Description: Completion of the express lanes E-470 to CO 7
- Full build out of the I-25/ CO 7 Interchange and Broomfield-Thornton Mobility Hub
- Supports Bustang services and Boulder County Starter Service.





# Region 1 Project Highlight: I-270 Corridor Improvements Phases 1-5



Fix  
Our  
Roads



## I-270 Corridor Improvements

- Interstate 270 in Denver and Adams Counties
- \$900.8M Total Cost
  - Strategic Funding (\$174.5M FY19-26, \$25.5M FY27-30, \$0M FY31+, and \$700.8M Other)
- Project Description: Replacement of critically deficient bridges and roadway structure along I-270. Addition of a managed lane in the east and westbound direction.
- Construction of the Vasquez Interchange, ITS infrastructure, and I-76 ramp improvements
- Implementing an overlay project on SH 224 with construction of a pedestrian bridge at Leyden Park and completion of sidewalk gaps connecting to new ADA ramps



# Region 1 Project Highlight: North Stadium Safety Access Improvements



## Advancing Transportation Safety



### North Stadium Safety Access Improvements

- US 40 (Colfax) east of I-25 in Denver County
- \$30M Total Cost
  - Strategic Funding (\$0M FY19-26, \$30M FY27-30)
- Project Description: Improves connectivity and safety east of I-25 into the stadium district along US 40. Design and safety opportunities include:
  - Redesign intersection(s) to improve operational efficiency and safety
  - Improvements to multimodal elements to provide easier transit connections to Auraria campus and throughout the city
  - Signal improvements and operational timing
  - Project may adapt once final site design complete and city mobility study conducted



# Region 1 Project Highlight:

## Regionwide Signal and Ramp Meter Upgrades



Fix  
Our  
Roads



### Regionwide Signal and Ramp Meter Upgrades

- \$22M Total Cost
  - Strategic Funding (\$8.3M FY19-26, \$8.7M FY27-30, \$0M FY31+, and \$5M Other)
- Project Description: This initiative aims to modernize the aging infrastructure of ramp metering systems, specifically by upgrading critical components such as communication technologies and detection equipment. This modernization effort is designed to reduce congestion, minimize delays, and enhance overall safety for motorists, contributing to more efficient traffic operations throughout the region.
- By controlling the rate of vehicles entering, ramp meters help smooth out mainline traffic which decrease crashes by preventing sudden braking and aggressive merging



# Region 1 Project Highlight:

## Colorado Boulevard Bus Rapid Transit



### Sustainably Increase Transportation Choice



### Colorado Boulevard Bus Rapid Transit (BRT)

- Colorado Blvd. in Denver County (CO 2)
- \$215M Total Cost
  - Strategic Funding (\$10.9M FY19-26, \$0M FY27-30, \$21M FY31-36, \$183.1M Other)
- Project Description: Construction of bus rapid transit infrastructure on 7.5-mile section of Colorado Blvd, from 40th Ave. to Amherst Ave. Implement service (in partnership with RTD) between 40th and Colorado Station and Southmoor Station.
- Construct supporting infrastructure (pedestrian facilities, signals, lighting, etc.).
- The implementation of BRT will allow for increased rapid transit frequency along the corridor between 7.5-15 minutes while reducing greenhouse gas emissions.



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# Questions for Region 1?

**Presenter:**

Jessica Myklebust  
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Director  
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**Region 1 Staff:**

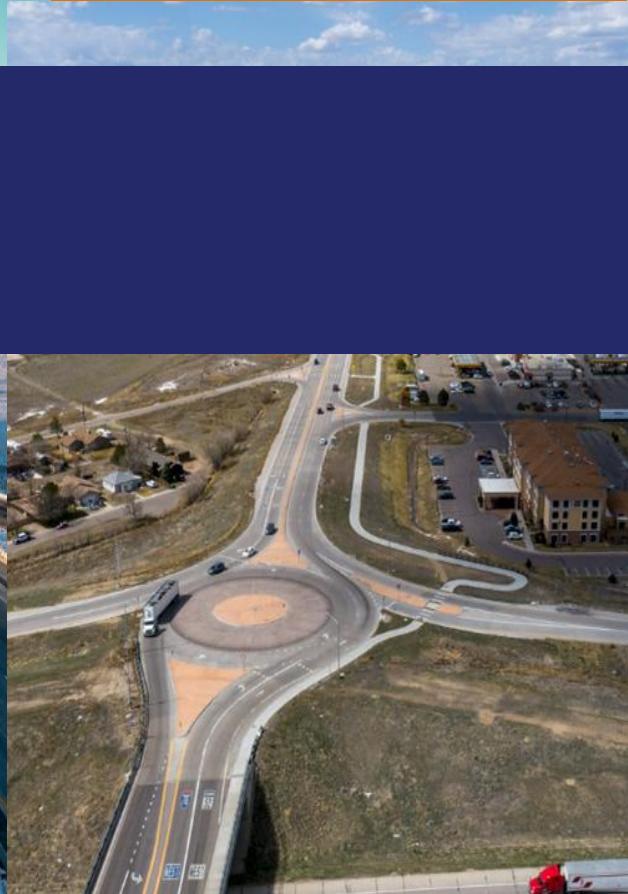
Andy Stratton  
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Thank you!



# Proposed 10-Year Plan & Projects: CDOT Region 4





# Region 4 Overview

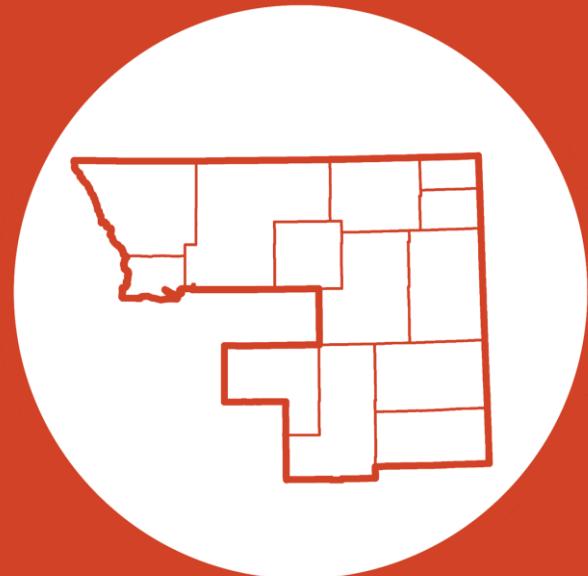
## Region 4: Northeast Colorado

Counties in this region are Boulder, Broomfield, Cheyenne, Elbert, Kit Carson, Larimer, Logan, Morgan, Phillips, Sedgwick, Washington, Weld and Yuma.

Major highways in this region include I-25, I-70, I-76, US 6, US 24, US 34, US 36, US 85 and US 287.

## Region 4 Proposed 10-Year Plan Overview

- 53 proposed projects for next 10-Year Plan
- 21 new proposed projects added to the 10-Year Plan
- \$209,101,200 proposed strategic fund allocations for FY 2027 through FY 2030
- \$313,651,800 proposed strategic funds allocations for FY 2031 through FY 2036





# Region 4 Project Highlight

## CO 14 Intersection Safety Improvements



Advancing  
Transportation  
Safety

### CO 14 Intersection Safety Improvements: I-25 to WCR 27

- CO 14 in Larimer/Weld County
- \$5M FY 31-36 Strategic Funding
- The CO 14 corridor east of I-25 has experienced an increase in crashes and demand. This funding will fund the design and construction of safety investments at two priority intersections identified in the CO 14 Safety Study (CO 14/CO 257 and CO 14/WCR 23). Improvements may include auxiliary lanes, sight distance corrections, lighting and striping.

### CO 14 Intersection & Preservation Improvements at WCR 29, WCR 31, WCR 33, & Pedestrian Safety Improvements in Ault

- CO 14 in Weld County
- \$6.4M FY 27-30; \$11,130,700 FY 31-36 Strategic Funding; \$6.2M Other
- There has been an uptick of crashes and fatalities on CO 14, especially around the intersections of WCR 29, WCR 31, and WCR 33. This project would design critical safety improvements at those intersections, address failing pavement, and make pedestrian improvements in downtown Ault.



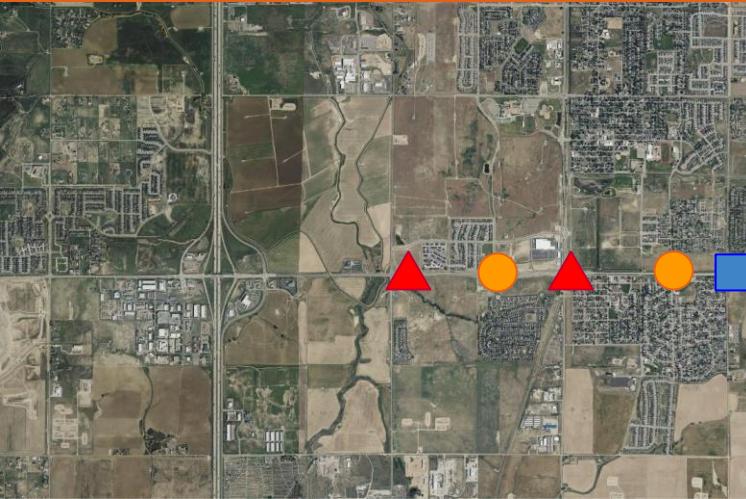


# Region 4 Project Highlight

## CO 52 Operational, Safety, and Multimodal Improvements



### Advancing Transportation Safety



#### CO 52 Operational, Safety, and Multimodal Improvements from Aggregate Boulevard to Colorado Boulevard

- CO 52 in Weld County
- \$9M FY 27-30 Strategic Funding; \$1M Other
- Improvements will address critical safety and operational needs for drivers and multimodal travellers. The project will make intersection improvements to LOSS IV intersections, as well as multimodal improvements such as sidewalks and bike lanes.
- During the 2023 4P County Meetings, there was a united desire to relieve the congestion on CO 52 from I-25 east. Participants advocated they want to see more transit and multimodal options, including more paths for walking/biking.



# Region 4 Project Highlight

## I-76 Keenesburg Overlay Preservation



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Our  
Roads



### I-76 Keenesburg Overlay Preservation MP 45.5 to MP 50.1

- I-76 near the Town of Keenesburg in Weld County
- \$17.5M FY 27-30 Strategic Funding
- This project is for a 3" mill and 4" fill Hot Mix Asphalt Overlay for a section of highway that is 96% Low Drivability EB and 100% Low Drivability WB and has 0.4 lanes miles rated as Federally Poor with more projected in the future.
- This stretch of highway consistently receives Customer Service complaints.

### I-76 Keenesburg Overlay Preservation MP 40.5 to MP 45.5

- I-76 near the Town of Keenesburg in Weld County
- \$19M FY 31-36 Strategic Funding
- This project is for a 3" mill and 4" fill Hot Mix Asphalt Overlay for a section of highway that is on the Worst-First list and has 100% Low Drivability in both directions.



# Region 4 Project Highlight

## CO 59 North of Kit Carson



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Our  
Roads



### CO 59 North of Kit Carson (MP 24 to MP 32) in Kit Carson County

- \$8M FY 27-30; \$8M FY 31-36 Strategic Funding
- This project will resurface a portion of Colorado Highway 59 near Kit Carson from milepost 24 to 32, as well as address three bridges over the Spring Creek Tributary. Rapid deterioration of the roadway has caused major safety concerns for travellers. The project scope includes a full-depth reclamation of the roadway followed by a 6.5" asphalt overlay.

### CO 59 North of Kit Carson (MP 15 to MP 24) in Cheyenne County

- \$17.9M FY 31-36 Strategic Funding
- An extension of the project listed above, this project will resurface a portion of Colorado Highway 59 near Kit Carson from milepost 15 to 24.



# Region 4 Project Highlight

## US 287 Kit Carson to Eads



Fix  
Our  
Roads



### US 287 Kit Carson to Eads (MP 114 to MP 133) in Kiowa and Cheyenne Counties

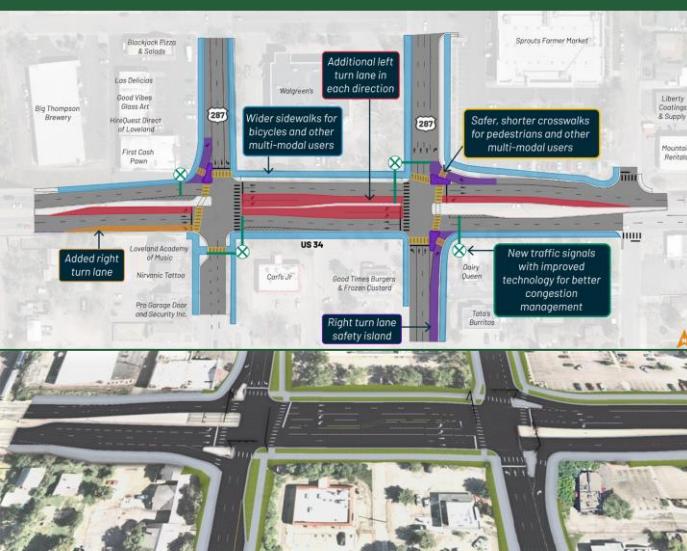
- \$12M FY 27-30 Strategic Funding
- US Highway 287 from Kit Carson to Eads is experiencing deterioration of concrete slab joints. If left untreated, shutdowns are likely to occur for repair in emergency situations.
- In an effort to keep this critical freight corridor moving (48% trucks), this project will address failing concrete slabs to ensure the reliability of the corridor for travellers.



# Region 4 Project Highlight

## US 34/US 287 Intersection Safety and Multimodal Improvements

### Sustainably Increase Transportation Choice



### US 34/US 287 Intersection Safety and Multimodal Improvements

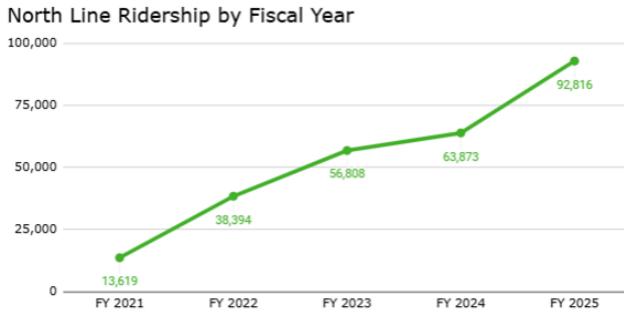
- US 34/US 287 in the City of Loveland (Larimer County)
- \$7M FY 27-30 Strategic Funding; \$8.7M Other
- Addresses intersection safety and reduces traffic congestion, enhances bike/pedestrian/transit mobility, and improves freight connections along Loveland's two business corridor areas for rural and metropolitan communities.
- This project will add double left turns for US 34 EB/WB traffic, add right turn pockets with increased queuing capacity at all corners, and widen turning movements to accommodate larger freight trucks. There will also be improved traffic signals with innovative bike/pedestrian detection, shorter crossing distances for pedestrians with center refuge islands, ADA sidewalks and ramps, and shared-use bike and pedestrian sidewalks.



# Region 4 Project Highlight

## I-25 Segment 4 (CO 7 to CO 66)

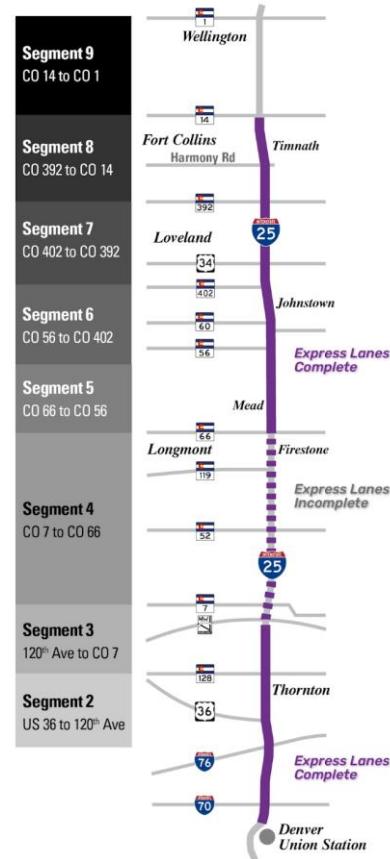
### Sustainably Increase Transportation Choice



Advancing Transportation Safety

### I-25 Segment 4 (CO 7 to CO 66)

- North I-25 in Weld County
- \$38.2M FY 31-36 Strategic Funding; \$311M Other
- Bustang North Line has the most passengers per revenue mile and is the most productive line across Bustang's entire network. Travel time savings from a SOV of up to 30-minutes riding Bustang from the Firestone-Longmont Mobility Hub to Union Station at the AM/PM peak times.
- A critical north/south backbone for transit, with local agencies partnering to get east/west on-demand/local transit to the mobility hubs.
- Previously completed I-25 segments (Segments 6, 7, 8) have shown a 45% reduction in crashes!
- Existing EL (peak hour) have had an 8% reduction in greenhouse gas emissions.





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# Questions for Region 4?

## Presenter:

Heather Paddock  
Region 4 Transportation  
Director  
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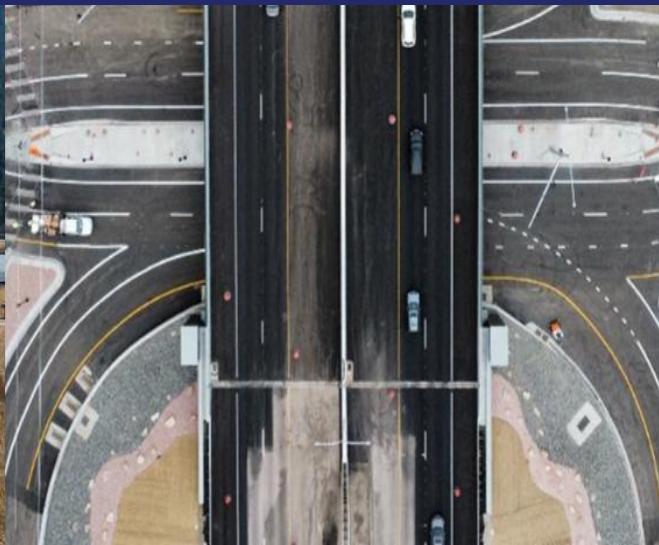
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Thank you!



# Proposed 10-Year Plan & Projects: CDOT Region 2





# Region 2 Overview

## Region 2: Southeast Colorado

Counties in this region are Baca, Bent, Crowley, Custer, El Paso, Fremont, Huerfano, Kiowa, Las Animas, Otero, Park, Prowers, Pueblo and Teller.

Major highways in this region include I-25, US 24, US 50, US 160, US 285, US 287, US 350 and US 385.

## Region 2 Proposed 10-Year Plan Overview

- 78 Proposed Projects for next 10-Year Plan
- 35 New proposed projects added to the 10-Year Plan
- \$166,000,000 proposed strategic fund allocations for FY 2027 through FY 2030
- \$249,000,000 proposed strategic funds allocations for FY 2031 through FY 2036





# Region 2 Project Highlight: I-25 Raton Pass Wildlife Safety Improvements



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Safety



## I-25 Raton Pass Wildlife Safety Improvements (SC TPR)

- New Mexico border to ~ MP4 near Trinidad in Las Animas County
- FY 2019-26 Strategic Funds: \$3 million; FY 2027-30 Strategic Funds: \$2 million; paired with other CDOT Funds and Grant Pursuits.
- Project Estimate \$15 million
- Implement & construct recommendations from 2025 wildlife study on Raton Pass. First preference to use as grant match. Second option to complete fencing project.
- This project connects to already completed fencing project in New Mexico and provides safe wildlife movement across I-25 to and from new Fishers Peak State Park. Wildlife-vehicle collision (WVC) rate is high in this area. WVCs are leading cause of crashes in Las Animas County harming travelers and property along southern I-25.



# Region 2 Project Highlight: US 50B Resurfacing at Passing Lane Locations



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Our  
Roads



## US 50B Resurfacing at Passing Lane Locations (Southeast TPR)

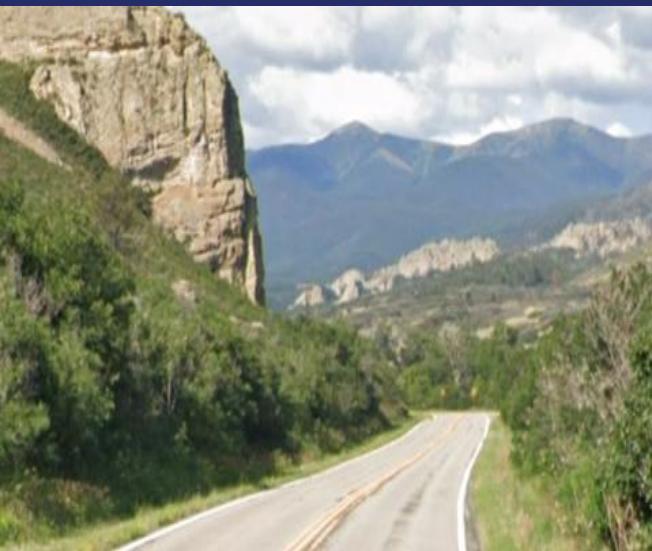
- US50B - rural highway between Pueblo County line and the Kansas border
- FY 2027-30 Strategic Funds: \$5 million; paired with other CDOT Funds and USDOT Grant Funds for passing lanes.
- Project Estimate \$72.5 million
- Additional resurfacing work combines with USDOT grant-funded passing lanes work to improve surface condition of mainline US 50B.
- Ensures full width pavement resurfacing at all 12 passing lane locations for this section of critical highway, including many areas where HMA is rated as poor to moderate drivability life (DL), extending the life of the highway assets.



# Region 2 Project Highlight: CO12A Resurfacing - Huerfano County



Fix  
Our  
Roads



## CO12A Resurfacing - Huerfano County (South Central TPR)

- CO12A - Highway of Legends National Scenic Byway, rural mountainous highway in Huerfano County, through the towns of La Veta and Cuchara
- FY 2027-30 Strategic Funds: \$12.5 million; paired with other CDOT Funds: \$2.5 million
- Project Estimate \$14.5 million
- Rural road surface treatment to improve the condition of the pavement on CO12A between MP 0 - 22.3. Includes upgrading guardrails, striping, and rumble strips for safety as well as minor bridge preventative maintenance as needed.
- Repairs a very poor section of critical state highway, all of which the HMA is rated as poor to moderate drivability life (DL). Other assets such as culverts and bridges will also be repaired in the project limits as funding allows.



# Region 2 Project Highlight: US24G Colorado Springs



Sustainably  
Increase Transportation  
Choice



Fix Our Roads



Advancing  
Transportation Safety



**US24G - increasingly critical eastern Colorado Springs hub for connectivity to/from the city**

- **US24G East Widening (PPACG)**
- FY 2019-26 Strategic Funds: \$26 million; 2027-30 Strategic Funds: \$51 million; pared with other CDOT Funds: \$8 million
- Project Estimate \$85 million
- Widens US24G in the urbanizing Falcon area with improvements that include enhancements to connectivity to Rock Island Trail and the Falcon Park and Ride, improved access management throughout the corridor, increased mobility for vehicular and non-vehicular users, structure enhancements and repairs.
- Improved access management and connectivity is expected to bring enhanced safety in operations while reducing delay.



# Region 2 Project Highlight:

## Pikes Peak State College North & South Mobility Hubs

### Sustainably Increase Transportation Choice



### Pikes Peak State College North & South Mobility Hubs (PPACG)

- Location: I-25 & CO21/Interquest Pkwy (North)
- Location: I-25 & S Academy Blvd (South)
- Cost: \$10.5M (\$5.25M each)
- Project Overview: This project is design & construction of new mobility hubs at the Rampart Range and Centennial Campuses of Pikes Peak State College.
- Services: These facilities will accommodate a range of transportation options, including fixed routes, deviated/flex routes, express routes, on-demand services, rideshare providers, and micro-mobility solutions.
- Benefits:
  - Enhances the convenience and accessibility of public transportation by serving as central transfer points.
  - Promotes smaller, active forms of transportation through integrated hub features.
  - Supports future local transit options and connections with regional services like the Bustang South Line and Outrider.



## I-25 Exit 108: Replace Culvert Crossing; North Pueblo Mobility Hub



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Choice



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Transportation Safety



### I-25 Exit 108: Replace Single Box Culvert Crossing Under I-25; North Pueblo Mobility Hub (PACOG)

- I-25 @ Exit 108 approx. 4 miles north of Pueblo, Rest Area and Purcell Blvd connection to Pueblo West.
- FY 2019-26 Strategic Funds: \$8 million; 2027-30 Strategic Funds: \$4.5 million; paired with other CDOT Funds.
- Project Estimate \$45 million.
- Replaces I-25 exit 108 interchange which is currently a single box culvert crossing under I-25. A new rest area will be constructed west of the interchange that will include truck parking and the North Pueblo Mobility Hub. The new mobility hub and parking will support local transit in the Pueblo Area. Roadway improvements will be completed on Purcell Boulevard to connect the rest area, truck parking, and mobility hub to the new interchange.



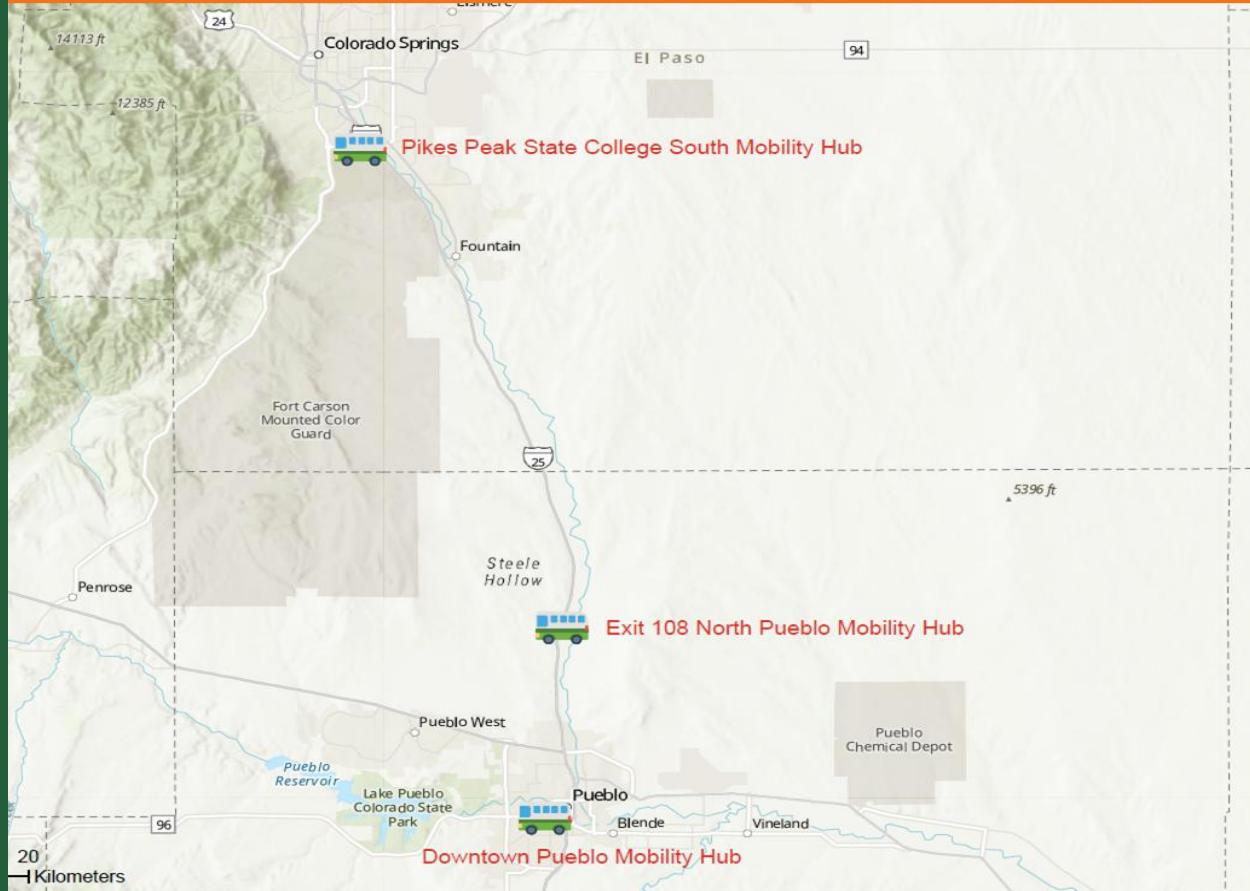
# Mobility Hubs in Southern Region 2

## Supporting Local Transit



### Sustainably Increase Transportation Choice

Mobility Hub project development in the 10-Year Plan, support local transit service on I-25 between Colorado Springs and Pueblo.





# Region 2 Project Highlight:

## US24A Intersection Improvements at CO67F Divide



Advancing  
Transportation  
Safety



### US24A Intersection Improvements at CO67F Divide (CFR TPR)

- US24A - rural highway in Teller County
- FY 2027-30 Strategic Funds: \$5 million; paired with other CDOT Funds: \$3 million
- Project Estimate \$10 million
- This project merges prior 27+ ID#s 1010 and 1642 into operational and safety improvements at intersection of US24A & CO67F in Divide. Improves intersection with noted lane balance/merge and sight distance safety issues.
- By improving intersection geometry, lane transitions and auxiliary lanes, this project will reduce crashes and improve overall safety. The current intersection has high crash reduction potential with 51%/62% higher crashes/severe crashes than predicted safety performance.



# Region 2 Project Highlight: CO9C Resurfacing and Subgrade Stabilization Repairs



Fix  
Our  
Roads



## CO9C Resurfacing and Subgrade Stabilization Repairs (CFR TPR)

- CO-9 from Fairplay to Hoosier Pass
- FY 2027-30 Strategic Funds: \$8 million; paired with other CDOT Funds: \$8.5 million
- Project Estimate \$16.5 million
- Asset management resurfacing project, including repairs intended to address safety and subgrade stabilization concerns on highway south of Hoosier Pass. This is the first North-South contiguous state highway west of Denver and key mountain pass connecting rural communities.
- Resurfaces highway with MODERATE or POOR Driveability Life (DL); addresses some guardrail and safety concerns; includes subgrade stabilization work to decrease burden on CDOT Maintenance.



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# Questions for Region 2?

## Presenter:

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Thank you!



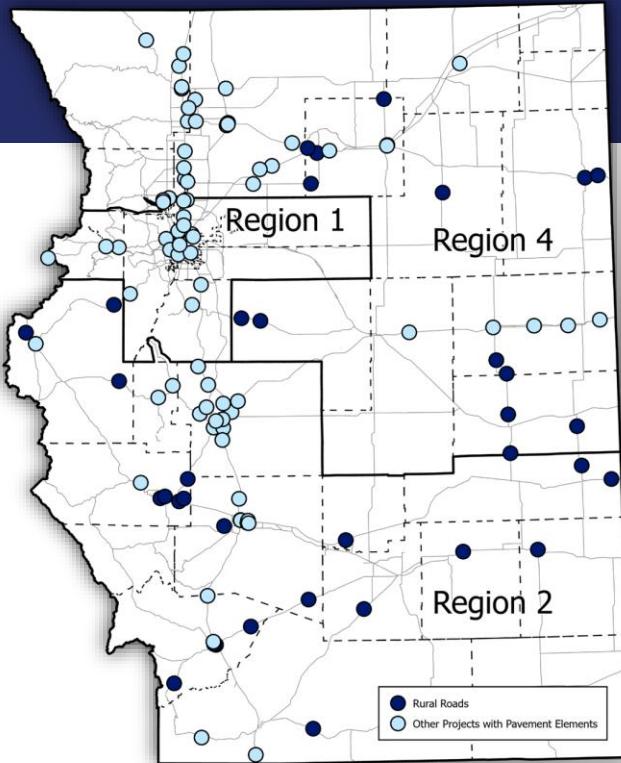
# Central, Southeast, and Northeast Colorado Focus: Fix Our Roads Projects in Region 1, Region 2, and Region 4





# Fix Our Roads

## Maintaining the Commitment to Rural Roads in Regions 1, 2 & 4



CDOT will continue to focus on these roads as part of its next 10-Year Plan through the Rural Road Paving Program and supplementing asset management funding.

### 39 projects will be rural road paving projects, including:

- US 50 between Penrose and the Fremont/Pueblo County Line
- CO 9C Fairplay to Hoosier Pass
- CO 12A Resurfacing - Huerfano County
- CO 59 Resurfacing near Kit Carson North
- US 287 Kit Carson to Eads: MP 114 to MP 133

### Another 64 projects will fix our roads as part of their scope, including:

- I-76 Keenesburg Overlay Preservation
- I-270 Corridor Improvements
- I-70 Concrete Reconstruction Genoa to Arriba: MP 367 to MP 380
- I-25 Resurfacing - Woodmen to CO 105



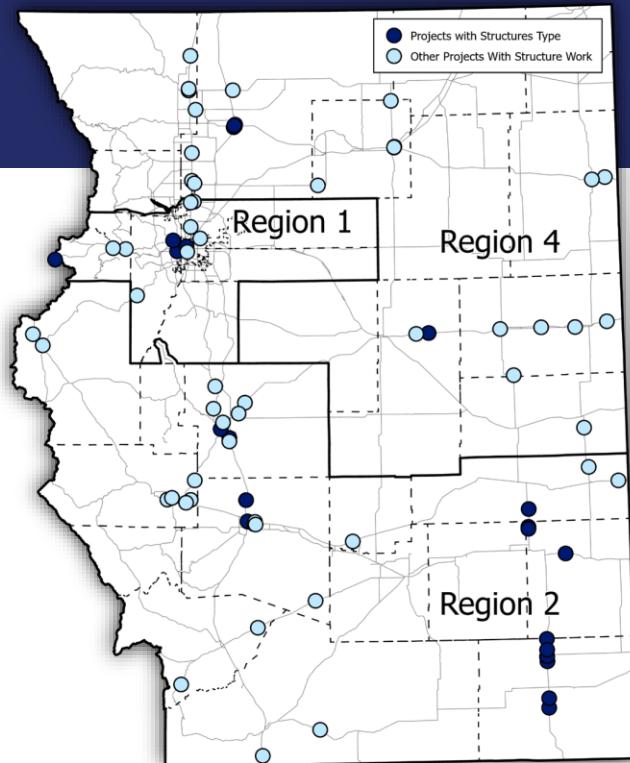
# Fix Our Roads

## Addressing Bridges and Structures in Regions 1, 2 & 4

Projects within these plans will keep structures on our highways in a state of good repair and achieve performance outcomes of the Fix Our Roads goals.

62 projects will either be focused primarily on, or will include as part of its project scope, fixing or replacing poor bridges, culverts and other poor structures, including:

- Safety and Operational Improvements Exit 135 South Academy to Exit 138 Circle/Lake - Phase 1 US85A bridge replacement over I-25 and B St/Venetucci/Maxwell Intersection Improvements
- US 50 Bridge Preventative Maintenance - Prowers County
- I-25 and CO 14 Interchange and Multimodal Safety Improvements
- I-70 Seibert Eastbound Part 2 & CO 57 Stratton Spur
- I-25 Interchange Reconstruction at Speer Boulevard and 23rd Avenue
- I-70 and Kipling Street Interchange





# Central, Southeast, and Northeast Colorado Focus: Advancing Transportation Safety Projects in Region 1, 2, and 4





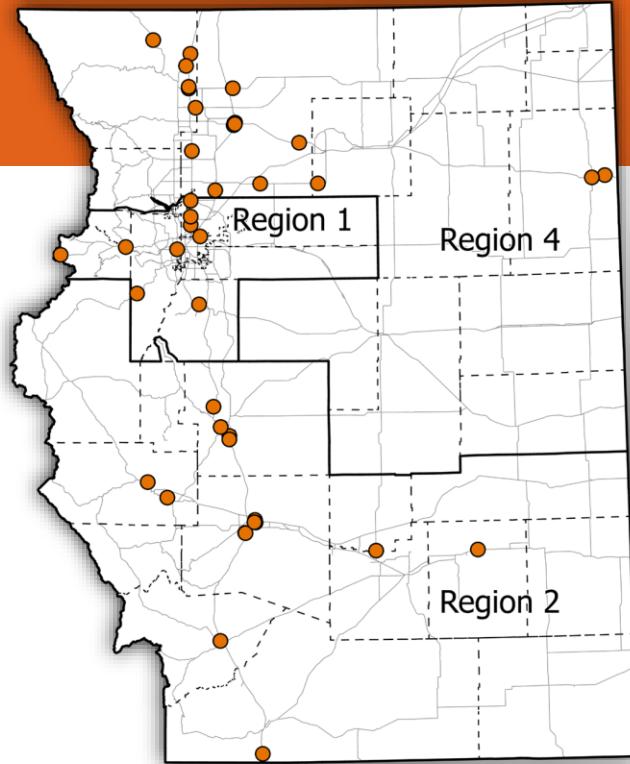
# Advancing Transportation Safety

## Investments towards Safer Travel in Regions 1, 2 & 4

The Advancing Transportation Safety goal focuses on making travel safer for all modes. Projects in these plans will include elements to improve the safety of the traveling public in CDOT Regions 1, 2 and 4.

37 projects include elements that will make travel safer on our highways with shoulders and passing lanes improvements, including:

- I-270 Corridor Improvements Phase 2
- I-25 North between 84th Avenue and 104th Avenue (Segment 2a)
- I-25 and CO 45 Interchange Safety Improvements
- US 85 Corridor Improvements, Brighton to Fort Lupton
- US 34 Passing Lanes & Safety Improvements from Deerfield to Wiggins





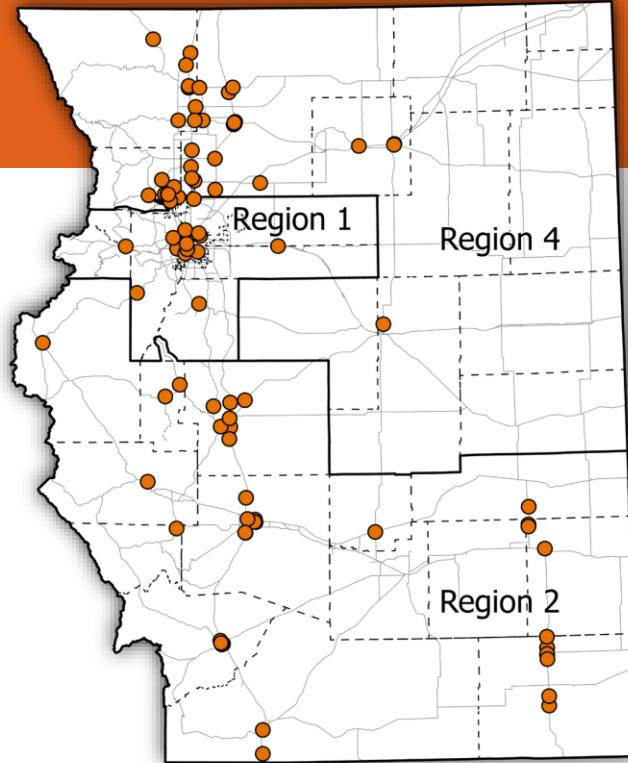
# Advancing Transportation Safety

## Safer Intersections in Regions 1, 2 & 4

The Advancing Transportation Safety goal focuses on investments to improve safety on our transportation system, for all modes. This includes improving intersections throughout both regions to make them safer for all users of the transportation system.

67 projects include elements to make intersections safer including:

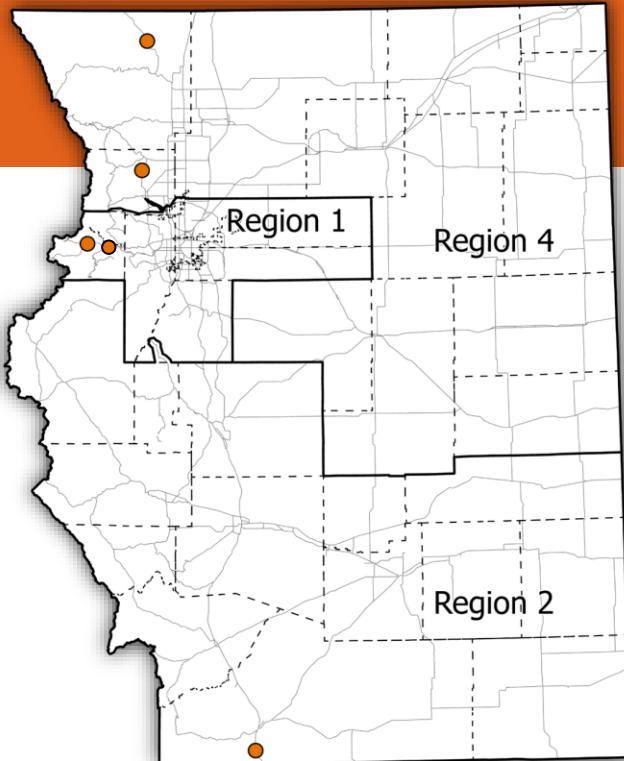
- I-25 Interchange Reconstruction at Speer Boulevard and 23rd Avenue
- Colfax Stadium Safety Access Improvements
- Federal Boulevard BRT Phase 1
- US 287 Corridor Improvements: US 36 to CO 66
- US 34/US 287 Intersection Safety and Multimodal Improvements
- I-25 Wellington Preliminary Interchange Design & Pedestrian Crossing
- I-25 and CO 45 Interchange Safety Improvements





# Advancing Transportation Safety

## Reducing Wildlife Collisions in Regions 1, 2 & 4



Projects focusing on wildlife mitigation help improve the safety of the traveling public, save the traveling public money through avoiding these crashes, and improve quality of life for residents and wildlife alike.

5 projects will help reduce wildlife crashes as part of its improvements, including:

- I-70 West: Floyd Hill
- I-70 West: Empire Wildlife Crossing
- I-25 Raton Pass Wildlife Safety Improvements
- US 36: Boulder to Lyons Safety Improvements
- US 287 Passing Lanes and Safety Improvements



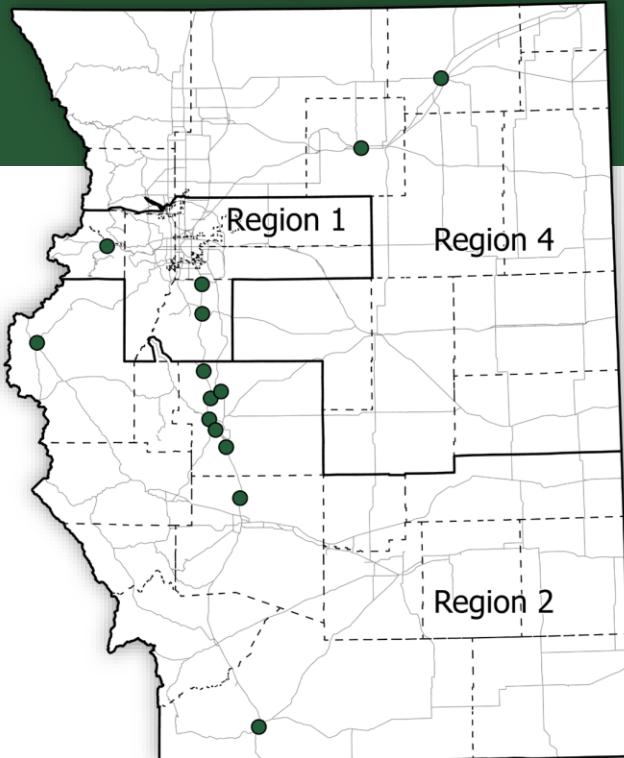
# Central, Southeast, and Northeast Colorado Focus: Sustainably Increase Transportation Choice Projects in Region 1, 2 and 4





# Sustainably Increase Transportation Choice

## Supporting Interregional Travel in Regions 1, 2 & 4



Bustang, CDOT's interregional bus transit service, connects major populations, employment centers and local transit entities, and is a key component in providing more choices for travel on the Front Range.

Bustang will be supported by \$60,000,000 in investment in its fleet in the 10-Year Plan, supporting routes such as:

- Bustang North Line (Denver to Ft. Collins)
- Bustang South Line (Denver to Colorado Springs)
- Outrider Routes along the Front Range

14 Projects will support Bustang through investment in Outrider stops, transit centers, and Mobility Hubs, including:

- Idaho Springs Mobility Hub
- Woodmen Road Mobility Hub
- Fairplay Mobility Hub
- Castle Rock Mobility Hub



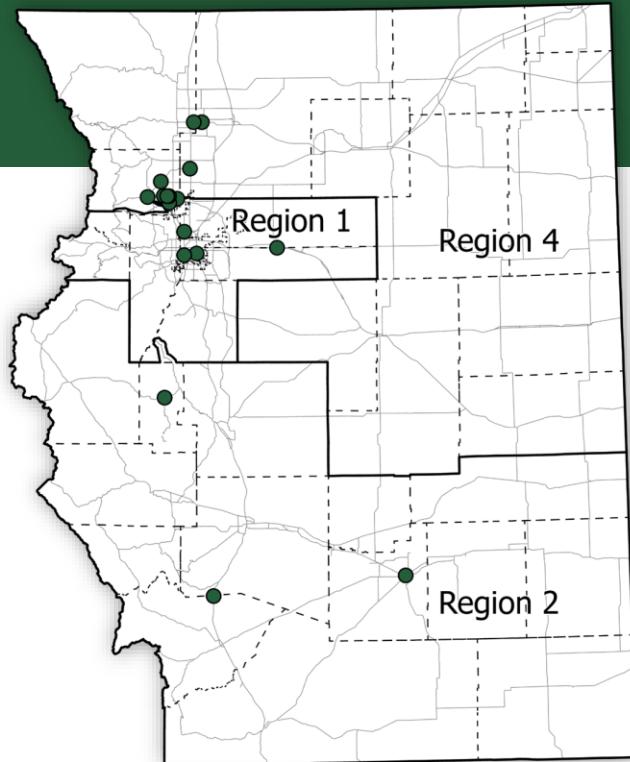
# Sustainably Increase Transportation Choice

## Supporting Local Transit Services in Regions 1, 2 & 4

Supporting local transit services throughout the Front Range will also provide transportation choice for travel within communities and includes continued investment in the 10-Year Plan.

30 Projects will support local transit service through local agency partners. Examples include:

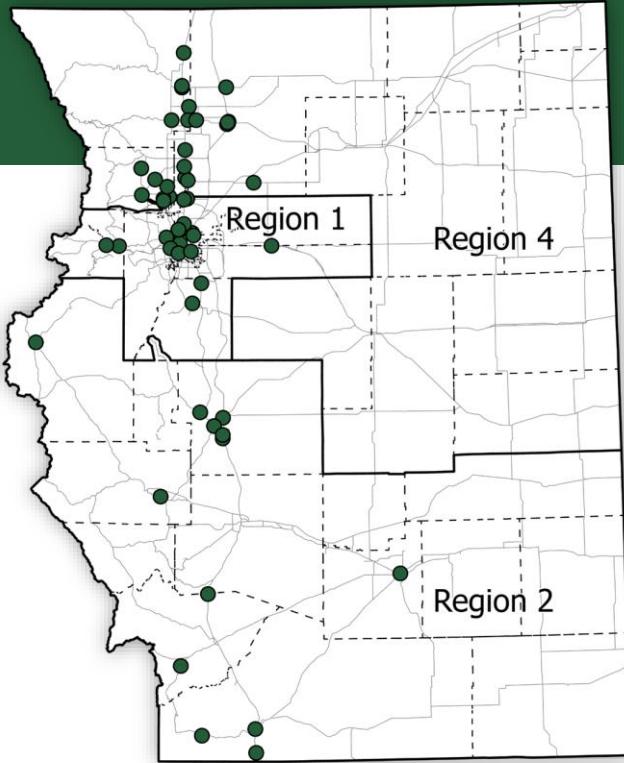
- Federal Boulevard BRT
- Pikes Peak State College North & South Mobility Hubs
- I-25 Exit 108 (Purcell Boulevard) Replace Single Box Culvert Crossing Under I-25 & North Pueblo Mobility Hub
- Colorado Boulevard BRT
- CO 119 Bus Rapid Transit, Safety and Mobility Improvements
- US 34 Transit Planning & Capital between Loveland and Greeley





# Sustainably Increase Transportation Choice

## Supporting Active Transportation in Regions 1, 2 & 4



Projects in the 10-Year Plan will continue to support Active Transportation efforts, either delivering major improvements or as part of the overall project scope, supporting walking and biking on the Front Range.

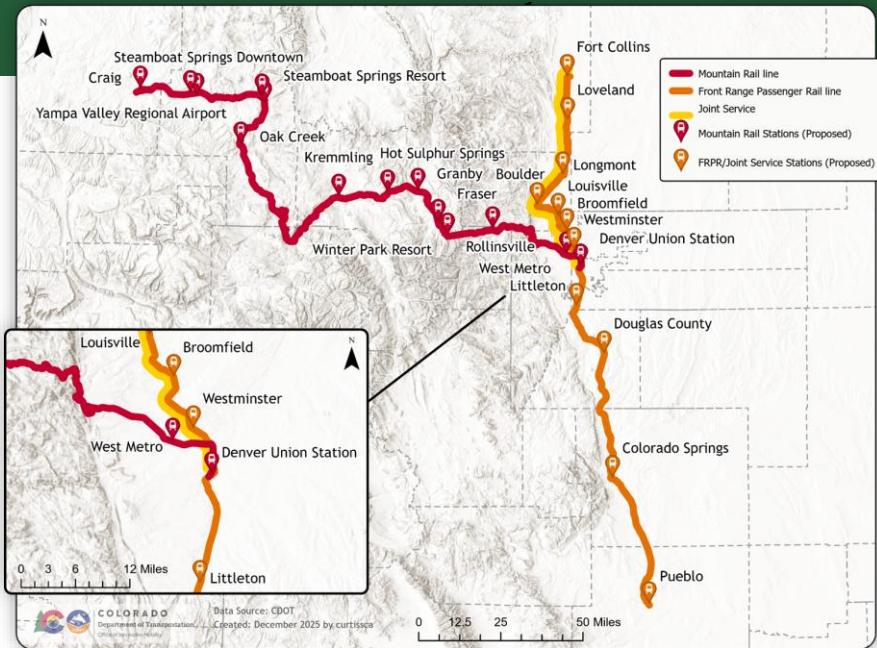
### 54 projects will also include active transportation elements including:

- CO 7 Priority Intersection Improvements
- I-25 Interchange Reconstruction at Speer Boulevard and 23rd Avenue
- US 6 and Wadsworth Boulevard Interchange
- US 36/28th Street and CO 93/Broadway Intersection Improvements
- CO 7 Corridor Improvements: 95th Street Safety, Transit and Multimodal Improvements
- CO 392 Resiliency and Multimodal Improvements from Highland Meadows to Colorado Boulevard: MP 101.5 to MP 102.
- CO 12 ADA Ramps and Sidewalk Improvements in La Veta and Trinidad
- CO 115 between Canon City and US 50 Rural Paving and Safety Improvements



# Sustainably Increase Transportation Choice

## Joint Service and Front Range Passenger Rail



Implementing Interregional Travel Along the Front Range over the next Decade to provide choice in Transportation Options

### Joint Service Passenger Rail:

- Inter-Governmental Agreement (IGA) between the parties established the Joint Service Executive Oversight Committee.
- Passenger rail use agreement negotiations, initiated with BNSF August 2025, are ongoing

### Front Range Passenger Rail:

- CRISI 2020 grant to fund Service Development Plan.
- Front Range Passenger Rail District created 2021 (evolved from Southwest Chief Commission).
- Front Range Passenger Rail Corridor accepted into the Corridor Identification Program (CIDP).
- FRPR District is current sponsor.



# 10-Year Plan Development: Supporting Our Performance Goals





# 10-Year Plan Development

## How the Plan helps move Transportation Forward

**Strategic Investments created through partnership with local stakeholders.**

### Addresses Statewide and Regional Needs

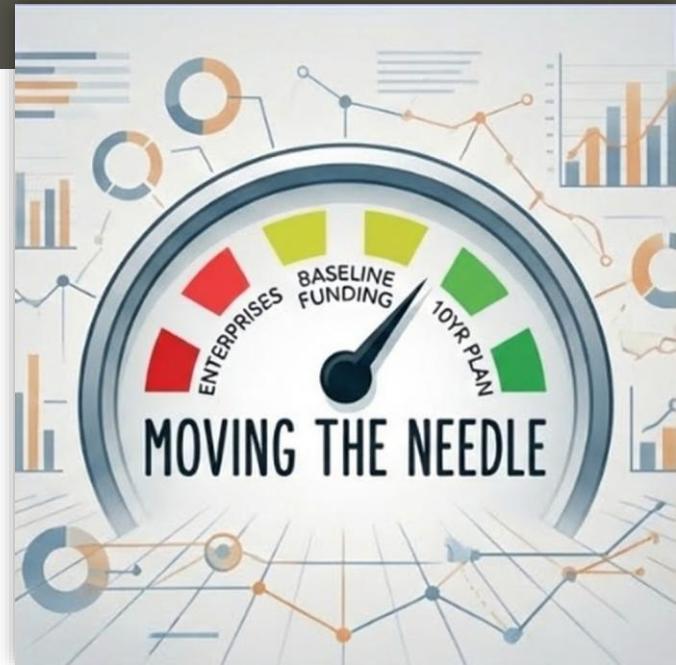
- Identified projects based off an engagement process with local planning partners over the past year and half, addressing issues on a local, regional and statewide level.

### Helping to Improve CDOT's Assets

- Fixing assets in the worst condition throughout the state through the rural paving program and targeted investments on the interstates.
- Supplementing asset management programs annual funding and addressing areas that may not have received projects due to limited resources.

### Creating a framework for investment and cooperation

- Creates the pipeline for major projects that allows for the enterprise to identify potential investments areas.
- Allows for local partnership in projects that can help improve overall project concept and delivery.





# Meeting Performance Targets

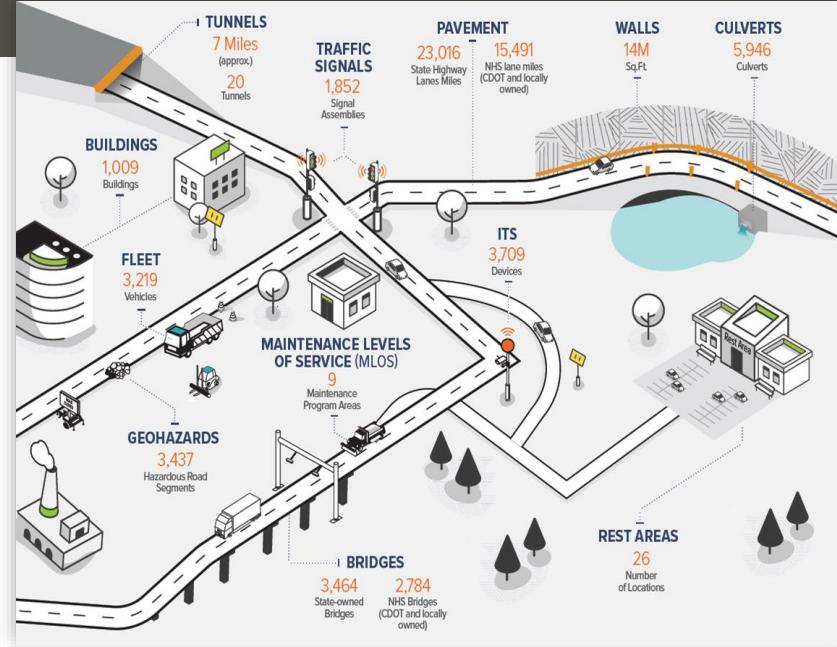
## Asset Management selects cost-effective treatments

While the Asset Management Program optimizes investments to achieve performance targets, a funding gap remains.

### Increasing Investments in Colorado Roadway Assets

The Transportation Asset Management (TAM) Program optimizes available funds to develop the best mix of cost-effective treatments (e.g., preservation, rehabs, etc.)

- CDOT is increasing the TAM budget by:
  - 5.4 percent in 2030, to \$390M, from current levels.
  - An additional 2.1 percent in 2031, to \$398M.
- Last official estimate of gap between available funding and funds needed to meet targets (2022-23): \$350 million per year for roadway asset classes.
- New gap analysis due for March 2027 Transportation Asset Management Plan (TAMP). Metric changes to pavement and other assets will be incorporated.





# Meeting Performance Targets

## Additional Asset Funding

CDOT seeks to address the funding gap with the 10-Year Plan and other strategic investments.

### New 10-Year Plan - Addressing Backlog of Poor Assets

- More than half (53%\*) of projects include pavement and bridge asset management elements.
- Increases CDOT's annual pavement investment by 65%\* (compared to Surface Treatment budget alone)
- Lane miles treated: Equivalent to 7 years\* of Surface Treatment Program.

### Additional Funds:

- TC infusions of \$80M for pavement in 2025, \$65M for culverts in 2023 as recent examples.
- Ongoing increases to Bridge and Tunnel Enterprise budget through higher fee revenue.



\*10YP figures are tentative estimates as of November 2025.



# Funding the 10-Year Plan

## Partnership with CDOT Enterprises

Partnering with the enterprises helps provide the resources to make the 10-Year Plan successful.

The enterprises within CDOT have previously supported the 10-Year Plan by providing/planning to provide over \$1 billion towards projects within the plan since 2019.

The five CDOT enterprises are anticipated to be investing approximately \$5.2 billion in Colorado's transportation system over the next ten years.

- **Colorado Bridge and Tunnel Enterprise (BTE):** Finances, repairs, reconstructs, and replaces designated bridges and tunnels in Colorado.
- **Colorado Transportation Investment Office (CTIO):** Develops and manages innovative financing for transportation projects.
- **Clean Transit Enterprise (CTE):** Focuses on public transit electrification, including funding, grants, and rebates for related projects.
- **Nonattainment Area Air Pollution Mitigation Enterprise (NAAPME):** Supports projects that reduce air pollution and traffic in areas failing to meet air quality standards.
- **Fuels Impact Enterprise:** Addresses the environmental and health impacts of fuel transportation and vehicle emissions.



# Compliance with the GHG Planning Standard

## 10-Year Plan and coordination with MPO Partners

Along with CDOT's MPO partners, all new regional transportation plans have met or exceeded GHG reduction goals.

CDOT's 10-Year Plan meets reduction standards required under the GHG Reduction Planning Standard for the non-MPO areas of the state.

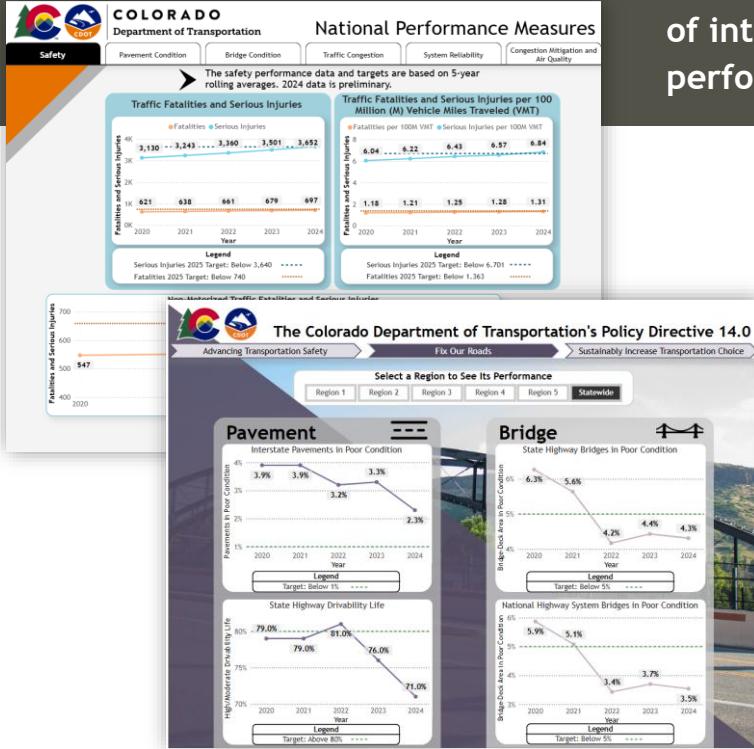
- The 10-Year Plan was developed and modeled in close partnership with Colorado's MPOs to ensure full compliance with the Greenhouse Gas (GHG) Planning standard, ensuring our strategic investments align with statewide climate and air quality goals.
- CDOT's GHG Transportation Report for the 10-Year Plan meets the reduction levels outlined in the planning standard
- Along with four of the five MPO submitting GHG Transportation Reports for their plans, reduction levels for the entire state are being met as outlined by the standard.

Compliance Year	2030	2040	2050
Table 1 Required GHG Reduction Amount (MMT)	1.50	1.20	0.70
GHG Reductions Achieved by DRCOG RTP (2050 Metro Vision)	0.84	0.74	0.46
GHG Reductions Achieved by NFRMPO RTP (2050 RTP)	0.12	0.11	0.08
GHG Reductions Achieved by PPACG RTP (2050 LRTP)	0.34	1.15	0.63
GHG Reductions Achieved by GVMPG RTP (Moving Swiftly to 2050)	0.02	0.02	0.02
GHG Reductions Achieved by CDOT FY27-36 Non-MPO Area 10-Year Plan	0.43	0.30	0.22
Table 1 Required GHG Reduction Amount (MMT)	1.75	2.32	1.41
Compliance Achieved?	Yes	Yes	Yes



# Does the 10-Year Plan Make a Difference?

## Here's how we measure it



To support data-driven decision making, CDOT has developed a suite of interactive tools and dashboards that monitor our transportation performance measures.

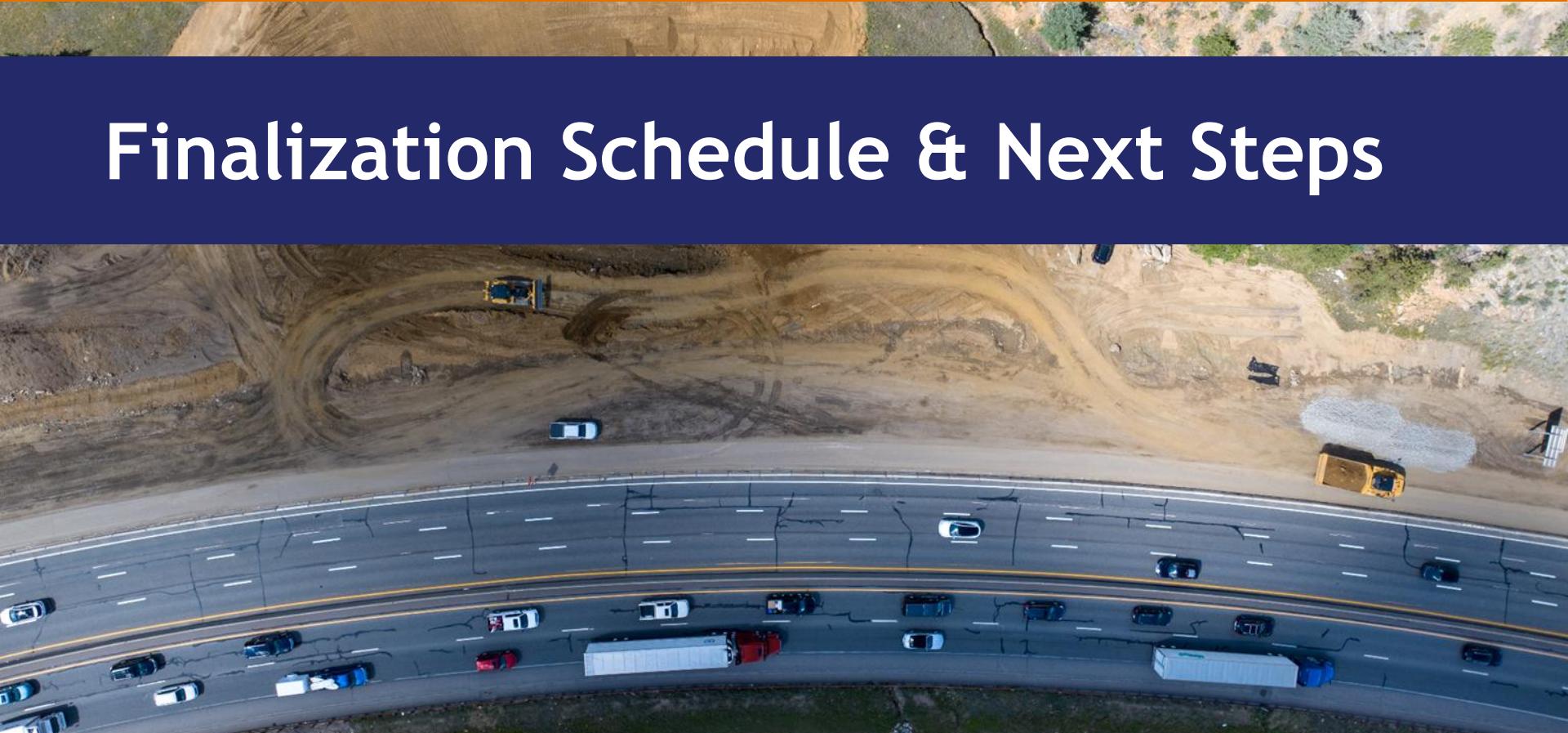
Examples of these publicly available dashboards include:

- 10-Year Plan Project Status & Funding Dashboard
- Policy Directive 14 Dashboard
- Pavement Condition Dashboard
- Bridge Condition Dashboard
- National Performance Measure Dashboard
- Colorado Crash Data Dashboard

Ongoing monitoring of our program of projects allows us to understand the impact of the 10-Year Plan and refine our strategic investments throughout the life-cycle of the plan.



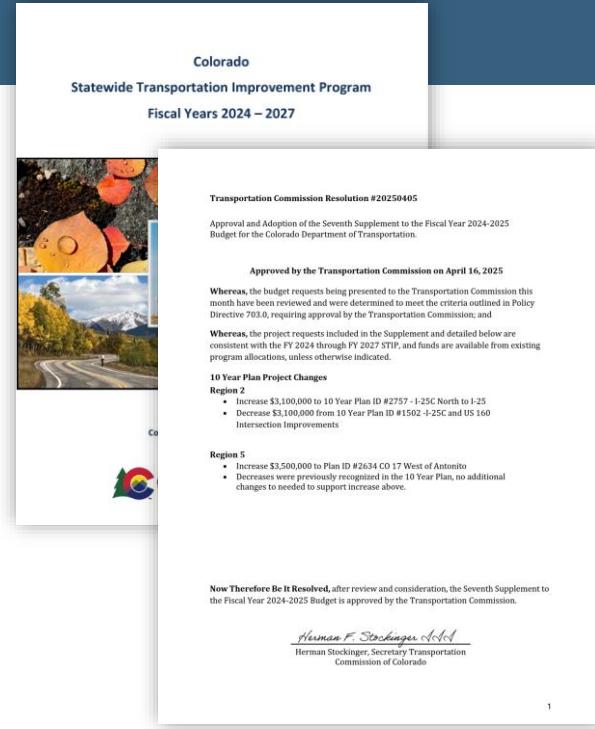
# Finalization Schedule & Next Steps





# Accountability & Transparency

## Amending the Plan & Future Development



After Adoption, the plan can be amended mid-cycle and will be amended in future planning cycles.

The Transportation Commission can review and amend the plan mid-cycle.

- The addition or removal of any project between major update cycles.
- Per PD 703, approve any requests for modifications to strategic funds within the plan.
- Annually in May, approve the STIP which will allocate funding per federal statute and approve the CDOT annual budget, including funding allocations for the fiscal year for strategic fund line-items.

Development of the next four-year prioritized period (FY31-FY34) starting in Fiscal Year 2029.

- This update will be adopted by the Commission, anticipated in Spring 2029.

CDOT Staff will be managing the plan through a robust change control process.



# Accountability & Transparency

## Reporting on 10-Year Plan Progress

### On-going transparency with the Public, Stakeholders, and Statewide Partners

#### 10-Year Plan Dashboards

- Available publicly on [codot.gov](https://codot.gov), with detailed funding and status, and estimated construction start/end dates

#### Quarterly 10-Year Plan Report

- Every project listed with approved strategic funding and current status in pipeline.

#### Annual 10-Year Plan Report, included in the Department's Budget Submission

- Published in November, similar to quarterly reports.

#### CDOT's Annual Project Accomplishments Report

- Projects completed in the prior calendar year from all CDOT programs.

#### Webpages for major projects on codot.gov

**I-70 Floyd Hill Project | Construction**

**Accountability Dashboard**

**10-Year Plan Project Status & Funding**

**2024 Project Accomplishments**

**VISION FOR COLORADO'S TRANSPORTATION SYSTEM**

**UPDATED 10-YEAR STRATEGIC PROJECT PIPELINE - SEPTEMBER 2022**

**In May 2019, I directed the Colorado Department of Transportation (CDOT) to embark on an effort to refresh our transportation plan and priorities based on feedback input from residents across the state.**

**The resulting product – Colorado's 10 Year Plan – has been developed to focus the Colorado Department on delivering a defined set of priority projects, resulting in over one billion dollars of transportation funding for state and federal transportation funding to work and identifies the next set of projects that will advance to construction.**



# Next Steps

## Future Workshops and Completion of the Plan

### Roadmap for Plan Adoption

#### 10-Year Plan Public Comment Period

- Anticipated comment period to be open later on in January.
- Open to direction from the Commission on the length of time to take comments from members of the public.
- Public can send comments to CDOT through [codot.gov](http://codot.gov).
- CDOT Staff will prepare appropriate media for the website, social channels, and alert planning partners.

#### 10-Year Plan Adoption

Concluding a public comment period and final updates, the plan will be brought forward for adoption by the Commission.

Adoption of the plan will set the framework for project development, budget development, and finalization of the next STIP in April 2026.



# 10-Year Plan Completion Schedule (2)

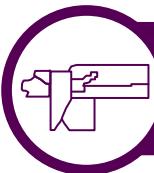
## 10-Year Plan Completion Schedule

Version: 12/15/2025



# 10 Year Plan - Project Pipeline

Adopted XXX



## Central Projects Highway & Transit Projects in Region 1

### Under Construction Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 6	Vasquez Boulevard Improvements and Advancing Transportation Safety	Denver Regional COG	2585 2784	Intersections/Operational	\$18.6M			Yes	TBD	
I-70	I-70 West: Floyd Hill	Denver Regional COG	0004	Roadway Capacity	\$350.0M	\$30.0M		Yes	\$905.0M	Yes
I-70	Eisenhower-Johnson Memorial Tunnel Repairs and Maintenance	Denver Regional COG	2583	Structures	\$53.0M			Yes	\$161.5M	
I-270	I-270 Corridor Maintenance	Denver Regional COG	0002.1	Structures					\$16.7M	
I-25	I-25 and CO 7 Interchange Mobility Hub	Denver Regional COG	2694	Transit	\$17.5M			Yes	\$25.0M	
I-25	Lone Tree Mobility Hub	Denver Regional COG	2744	Transit	\$16.7M			Yes	\$24.5M	

### Design Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 85	US 85 Corridor Improvements between Sedalia and Meadows Parkway in Castle Rock	Denver Regional COG	2587	Roadway Capacity	\$0.5M		\$25.5M	Yes	\$84.0M	Yes
US 6, US 121	US 6 and Wadsworth Boulevard Interchange	Denver Regional COG	2578	Structures	\$61.0M			Yes	\$108.0M	
US 287, CO 88	Federal Boulevard BRT Phase 1	Denver Regional COG	2638.1	Transit	\$59.6M	\$68.8M			\$168.0M	
US 287, CO 88	Federal Boulevard BRT Phase 2	Denver Regional COG	2638.2	Transit		\$26.2M	\$123.8M		\$150.0M	
US 285	US 285 Corridor Improvements near Pine Junction (Kings Valley Grade Separation)	Denver Regional COG	2581	Safety	\$1.0M		\$13.0M	Yes	\$70.0M	
Regionwide	Regionwide Bottleneck Reduction	Denver Regional COG	2590	Intersections/Operational	\$2.5M	\$0.4M	\$7.1M	Yes	\$25.0M	
Regionwide	Regionwide Signal and Ramp Meter Upgrades	Denver Regional COG	2592	Intersections/Operational	\$8.3M	\$8.7M			\$22.0M	
I-70	I-70 and Kipling Street Interchange	Denver Regional COG	2580	Structures	\$2.5M	\$10.4M	\$101.1M		\$155.0M	
I-270	I-270 Corridor Improvements Phase 1: Critical Bridges	Denver Regional COG	0002.2	Structures	\$148.1M				\$298.1M	
I-270	I-270 Corridor Improvements Phase 2	Denver Regional COG	0002.3	Roadway Capacity	\$2.7M	\$25.5M			\$460.0M	Yes
I-270	I-270 Corridor Improvements Phase 3	Denver Regional COG	0002.4	Interstates					\$102.0M	
I-270	I-270 Corridor Improvements: CO 224 Multimodal Improvements	Denver Regional COG	0002.5	Active Transportation	\$7.0M				\$24.0M	
I-25	I-25 Interchange Reconstruction at Speer Boulevard and 23rd Avenue	Denver Regional COG	2575	Structures	\$5.0M	\$10.0M	\$69.0M	Yes	\$150.0M	
I-25	I-25 North between 84th Avenue and 104th Avenue (Segment 2a)	Denver Regional COG	2584	Roadway Capacity	\$20.0M	\$90.0M			\$270.0M	Yes
CO 7	CO 7 Priority Intersection Improvements	Denver Regional COG	2586	Intersections/Operational			\$20.0M	Yes	\$20.0M	
CO 2	Colorado Boulevard BRT	Denver Regional COG	2638.3	Transit	\$11.7M		\$21.0M		\$215.0M	

### Planned Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
I-70	I-70 Climbing Lane from Bakerville to the Eisenhower Tunnel (Herman Gulch to US 6)	Denver Regional COG	2582	Roadway Capacity	\$2.5M		\$10.0M	Yes	\$20.0M	Yes
I-70	Idaho Springs Mobility Hub	Denver Regional COG	2716	Transit	\$6.3M			Yes	\$13.2M	
I-25	North Stadium Safety Access Improvements	Denver Regional COG	2576	Intersections/Operational		\$30.0M		Yes	\$30.0M	
I-25	Castle Rock Mobility Hub	Denver Regional COG	2714	Transit	\$11.3M				\$16.7M	

### New Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
Regionwide	Regional Bridge Sign and Mast Replacements	Denver Regional COG	3391	Safety			\$35.0M		\$35.0M	
I-70	I-70 West: Empire Wildlife Crossing	Denver Regional COG	3387	Safety			\$4.0M		\$24.0M	
I-25, I-270, US 36	I-270/I-25/US 36 Interchange Transit Connectivity Analysis	Denver Regional COG	3390	Transit			\$5.0M		TBD	
I-25	I-25 North between E-470 and n/o CO 7 (Segment 3b)	Denver Regional COG	3389	Roadway Capacity			\$86.5M		\$315.0M	Yes
I-25	I-25 North between 104th Avenue and 120th Avenue (Segment 2b)	Denver Regional COG	3388	Roadway Capacity	\$20.0M				\$85.0M	Yes

# 10 Year Plan - Project Pipeline

Adopted XXX



## Southeast Projects Highway & Transit Projects in Region 2

### Under Construction Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 285, CO 9	US 285/CO 9 Intersection Improvement with Bridge Widening	Central Front Range	0008	Intersec- tion/Opera- tional	\$15.4M			Yes	\$34.0M	
US 285	US 285 South of Bailey to Park/Jefferson County Line	Central Front Range	2609	Rural Paving	\$6.9M			Yes	\$16.8M	
US 24	US 24 Resurfacing from W of Florrisant to W of Woodland Park and on CO 67D just north of US 24 in Woodland Park	Central Front Range	2611	Rural Paving	\$16.3M				\$16.3M	
I-25, US 50	I-25 through Pueblo New Freeway; Advancing Transportation Safety	Pueblo Area COG	0014 2780	Structures	\$98.7M			Yes	\$169.3M	
I-25	I-25 and CO 94 Military Access, Mobility and Safety Improvements (MAMSIP)	Pikes Peak COG	0015	Interstates	\$39.5M			Yes	\$155.6M	
I-25	I-25 Acceleration/De-Acceleration Lane from Garden of the Gods Road to Fillmore Street	Pikes Peak COG	0016	Interstates	\$48.3M			Yes	\$68.7M	
CO 71	CO 71 Passing Lanes	Southeast TPR	1633	Safety	\$3.5M				\$3.5M	
CO 67	CO 67 North of Woodland Park	Pikes Peak COG	2761	Intersec- tion/Opera- tional	\$10.2M			Yes	\$10.8M	
CO 21	CO 21 and Airport Road DDI Interchange Construction	Pikes Peak COG	2547	Roadway Capacity	\$58.0M			Yes	\$67.6M	Yes

### Design Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 50, CO 115	CO 115 between Canon City and US 50 Rural Paving and Safety Improvements	Central Front Range	1080 2608	Rural Paving	\$3.5M		\$15.0M	Yes	\$19.5M	
US 50	US 50 Business Route Drainage Improvements at 36th Lane	Pueblo Area COG	2563	Safety		\$5.5M	\$3.5M	Yes	\$11.0M	
US 50	US 50 Safety Improvements West of Canon City	Central Front Range	2760	Safety	\$8.5M			Yes	\$37.0M	
US 350	US 350 between La Junta and Delhi	Southeast TPR	2627	Rural Paving	\$10.0M			Yes	\$10.1M	
US 285	Fairplay Mobility Hub	Central Front Range	1084	Transit	\$4.0M				\$4.0M	
US 24	US 24 East Widening	Pikes Peak COG	2548	Roadway Capacity	\$26.1M	\$51.0M		Yes	\$85.1M	Yes
US 24	US 24 West over Ridge Road (Overpass)	Pikes Peak COG	2549	Structures			\$10.0M	Yes	\$35.0M	
TRANSIT	Cripple Creek Administration and Operations Facility Pre-Construction Activities	Central Front Range	1075	Transit	\$3.0M			Yes	\$60.0M	
TRANSIT	Colorado Springs Transit Center	Pikes Peak COG	2719	Transit	\$8.0M			Yes	\$40.0M	
I-25C, US 160	I-25C and US 160 Intersection Improvements	South Central TPR	1502	Intersec- tions/Opera- tional	\$1.9M			Yes	\$2.6M	
I-25	I-25 Exit 108 (Purcell Boulevard) Replace Single Box Culvert Crossing Under I-25 & North Pueblo Mobility Hub	Pueblo Area COG	2562 2723	Transit	\$14.0M	\$4.5M		Yes	\$30.0M	
I-25	Woodmen Road Mobility Hub	Pikes Peak COG	2720	Transit	\$3.5M				\$3.5M	
I-25	Monument Park-n-Ride	Pikes Peak COG	2721	Transit	\$0.5M				\$0.5M	
I-25	Pueblo Administrative and Maintenance Facility	Pueblo Area COG	2724	Transit	\$2.2M			Yes	\$60.0M	
I-25	I-25C Walsenburg Widening North of City	South Central TPR	2757	Safety	\$8.1M			Yes	\$11.7M	
I-25	Implement Recommendations from Trinidad Traffic Study	South Central TPR	2758	Intersec- tions/Opera- tional	\$5.0M				\$5.0M	
I-25	I-25 Exit 135 South Academy to Exit 138 Circle/Lake - Phase 1: US85A bridge replacement and B St/Venetucci/Maxwell Intersection Improvements	Pikes Peak COG	2759.1	Structures		\$10.0M		Yes	\$55.0M	
CO 96, CO 71	CO 96 and CO 71 Intersection Improvements	Southeast TPR	1625	Intersec- tions/Opera- tional	\$0.8M			Yes	\$3.4M	
CO 12	CO 12 PEL Implementation - Shoulder Widening (Southern Mountain Loop Trail)	South Central TPR	1039	Safety	\$7.5M				\$7.5M	
CO 12	CO 12 ADA Ramps and Sidewalk Improvements in La Veta and Trinidad	South Central TPR	1493	Active Transporta- tion		\$1.0M		Yes	\$3.2M	
CO 10	CO 10 Walsenburg East	South Central TPR	2618	Rural Paving	\$15.9M				\$16.3M	

# 10 Year Plan - Project Pipeline

Adopted XXX



## Southeast Projects (continued) Highway & Transit Projects in Region 2

### Planned Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 50	La Junta Multimodal Transit Center	Southeast TPR	1285	Transit	\$2.2M			Yes	\$5.0M	
US 50	US 50 Passing Lanes between Fowler and Kansas State Line	Southeast TPR	1614	Safety	\$15.0M			Yes	\$67.5M	
US 50	US 50 between Penrose and the Fremont/Pueblo County Line	Central Front Range	2607	Rural Paving	\$6.9M	\$3.0M		Yes	\$15.0M	
US 287	Kiowa County Bus Storage Facility	Southeast TPR	1281	Transit	\$0.4M				\$0.4M	
TRANSIT	Mobility Management and Expansion of Upper Arkansas Area Council of Governments (UAACOG)	Central Front Range	1635	Transit	\$0.1M				\$0.2M	
TRANSIT	High-Capacity Corridor Improvements in El Paso County	Pikes Peak COG	2552	Transit	\$0.9M				\$0.9M	
TRANSIT	Pueblo Transit Fixed-Route Bus/Vehicle Replacements	Pueblo Area COG	2566	Transit	\$3.9M				\$3.9M	
TRANSIT	Fort Carson Circulators/Service to Pikes Peak State College	Pikes Peak COG	2762	Transit	\$1.1M			Yes	\$1.5M	
I-25	I-25 Raton Pass Wildlife Safety Improvements	South Central TPR	0013.2	Safety	\$3.0M	\$2.0M			\$5.0M	
I-25	South Central Storage and Maintenance Facility	South Central TPR	1270	Transit	\$5.9M			Yes	\$15.0M	
I-25	Fountain Park n Ride	Pikes Peak COG	2703	Transit	\$0.2M				\$0.2M	
CO 67	CO 67 between Florence and US 50	Central Front Range	2614	Rural Paving			\$3.0M		\$5.0M	
CO 120	CO 120 East of Florence to US 50	Central Front Range	2615	Rural Paving			\$5.0M		\$7.0M	

### New Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 85	Replace Bridges I-17-R and J-18-M on US85A	Pikes Peak COG	3349	Structures			\$18.0M		\$60.0M	
US 50, US 287	US 50/US 287 Phase 3 Concrete Pavement - Colonia North	Southeast TPR	3353	Rural Paving		\$1.0M	\$26.0M		\$27.0M	
US 50, CO 47, CO 96	CO 96A, CO 47A, and US 50B Interchange Safety and Freight Improvements	Pueblo Area COG	3364	Freight			\$19.5M		\$19.5M	Yes
US 50	US 50 Bridge Preventative Maintenance - Prowers County	Southeast TPR	3351	Structures		\$5.5M			\$5.5M	
US 50	US 50B Resurfacing at Passing Lane Locations	Southeast TPR	3359	Rural Paving		\$5.0M			\$5.0M	
US 385, CO 96	CO 96D Resurfacing - Sheridan Lake to Kansas State Line and US 385B Resurfacing - Sheridan Lake to Kiowa County Line	Southeast TPR	3352	Rural Paving		\$15.5M			\$15.5M	
US 287	US 287 Intersection Safety Improvements	Southeast TPR	3357	Intersections/Operational			\$8.0M		\$8.0M	
US 287	US 287 Bridge Preventative Maintenance	Southeast TPR	3358	Structures			\$11.0M		\$11.0M	
US 24	US24H Resurfacing - I-25 to Powers Blvd	Pikes Peak COG	3344	Urban Paving		\$18.0M			\$20.0M	
US 24	US 24 Resurfacing - Powers Boulevard to Garrett Road	Pikes Peak COG	3346	Urban Paving			\$21.0M		\$21.0M	
US 24	US24A Intersection Improvements at CO67F in Divide	Central Front Range	3341	Intersections/Operational		\$5.0M			\$8.0M	
US 160, US 287	Baca County Truck Parking	Southeast TPR	3356	Freight			\$2.0M		\$2.0M	
US 160	US 160C Resurfacing - Beshoar Junction East	South Central TPR	3361	Rural Paving			\$20.0M		\$28.0M	
TRANSIT	Teller Senior Coalition Outreach: Expanding Access and Assistance	Central Front Range	3392	Transit	\$0.1M				\$0.2M	
TRANSIT	Fremont County Transit Outreach: Expanding Access and Assistance	Central Front Range	3334	Transit	\$0.1M				\$0.2M	
TRANSIT	UAACOG: On-Demand Transit Access	Central Front Range	3335	Transit	\$0.2M				\$0.3M	
TRANSIT	Custer County Transit Growth: Expanding Mobility Access	Central Front Range	3336	Transit	\$0.2M				\$0.3M	
TRANSIT	On-Demand Mobility: Enhancing UAACOG Transportation Services	Central Front Range	3337	Transit	\$0.4M				\$0.5M	
TRANSIT	Fremont County: Expanding Access and Mobility	Central Front Range	3338	Transit	\$0.4M				\$0.5M	
I-25C, US 160	I-25C and US 160 Resurfacing - Walsenburg Area	South Central TPR	3360	Rural Paving		\$4.5M			\$4.5M	
I-25, CO 45	I-25 and CO 45 Interchange Safety Improvements	Pueblo Area COG	3363	Intersections/Operational		\$2.0M			\$4.5M	
I-25	I-25 Exit 135 South Academy to Exit 138 Circle/Lake - Phase 2: Replace RR Bridge I-17-BI RR Bridge over I-25	Pikes Peak COG	2759.2	Structures			\$10.0M		\$25.0M	
I-25	I-25 Exit 135 South Academy to Exit 138 Circle/Lake - Phase 3: Safety and Operational Improvements - Shoulder Widening	Pikes Peak COG	2759.3	Roadway Capacity			\$25.0M		\$95.0M	Yes
I-25	South Pikes Peak Mobility Hub	Pikes Peak COG	3339	Transit	\$5.3M				\$5.3M	
I-25	North Pikes Peak Mobility Hub	Pikes Peak COG	3340	Transit	\$5.3M				\$5.3M	
I-25	I-25 Resurfacing - Woodmen to CO 105	Pikes Peak COG	3345	Interstates			\$12.0M		\$24.0M	

# 10 Year Plan - Project Pipeline

Adopted XXX



## Southeast Projects (continued) Highway & Transit Projects in Region 2

### New Projects (continued)

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
CO 96	CO96A Resurfacing - West of CO 45 to Red Creek Springs Road West	Pueblo Area COG	3365	Rural Paving			\$7.0M		\$7.0M	
CO 96	CO 96 Resurfacing - West of Ordway	Southeast TPR	3355	Rural Paving			\$13.0M		\$13.0M	
CO 9	CO9C Resurfacing and Subgrade Stabilizing Repairs - Fairplay to Hoosier Pass	Central Front Range	3342	Rural Paving		\$8.0M			\$16.5M	
CO 21	CO21A (Powers Blvd) and Milton Proby Pkwy Interchange Design	Pikes Peak COG	3350	Intersections/Operational		\$2.0M			\$3.7M	Yes
CO 21	CO21B (Powers Blvd)/Stetson Hills Blvd Interchange Preliminary Design	Pikes Peak COG	3348	Intersections/Operational		\$2.0M			\$2.0M	Yes
CO 12	CO 12A Resurfacing - Huerfano County	South Central TPR	3362	Rural Paving	\$12.5M				\$15.0M	
CO 115	CO115A FDR - North of Penrose (MP 18) to El Paso County Line (MP 27)	Central Front Range	3343	Rural Paving		\$14.0M			\$21.0M	
CO 105	CO105A Resurfacing - I-25 to Palmer Lake	Pikes Peak COG	3347	Urban Paving		\$4.0M			\$6.0M	
CO 10	CO 10 Resurfacing - Huerfano County Line East	Southeast TPR	3354	Rural Paving	\$10.0M				\$15.0M	



# 10 Year Plan - Project Pipeline

Adopted XXX



## Northeast Projects Highway & Transit Projects in Region 4

### Under Construction Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
I-70	Rural Roads Bridge Package 1 Rehabilitation and Repair I-70 Bridges near Limon	Eastern TPR	2670	Structures	\$4.5M			Yes	\$7.8M	
I-25	I-25 North Express Lanes: Segment 5 (CO 56 to CO 66)	North Front Range MPO	2603	Roadway Capacity	\$99.5M			Yes	\$365.0M	Yes
CO 119	CO 119 Bus Rapid Transit, Safety and Mobility Improvements	Denver Regional COG (R4)	0057 2601	Transit	\$68.6M	\$3.0M		Yes	\$173.0M	

### Design Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 85	US 85 Corridor Improvements, Brighton to Fort Lupton	Denver Regional COG (R4)	2600	Safety	\$6.1M	\$0.6M	\$4.4M	Yes	\$11.0M	
US 85	US 85 and US 34 Interchange Improvements: Operational and System Preservation	North Front Range MPO	2695	Structures	\$6.0M	\$10.0M		Yes	\$200.0M	
US 385	US 34/US 385 in City of Wray	Eastern TPR	3319	Rural Paving	\$14.7M			Yes	\$16.3M	
US 36	US 36/28th Street and CO 93/Broadway Intersection Improvements	Denver Regional COG (R4)	2597	Transit	\$2.0M		\$2.3M	Yes	\$16.2M	
US 34	US 34 Transit Planning & Capital between Loveland and Greeley	North Front Range MPO	2605	Transit	\$13.2M	\$3.0M	\$6.0M	Yes	\$25.0M	
US 34	Estes Park Transit Improvements & Electric Trolley Bus Barn	Upper Front Range	2530 2525 2526	Transit	\$1.4M			Yes	\$2.0M	
US 287	US 287 Corridor Improvements: US 36 to CO 66	Denver Regional COG (R4)	2602	Safety	\$2.9M	\$15.0M	\$12.0M	Yes	\$205.0M	
US 287	US 287 Passing Lanes and Safety Improvements	Upper Front Range TPR	1456	Safety	\$16.0M			Yes	\$65.0M	
TRANSIT	Northern Colorado Fleet Maintenance Facility	North Front Range MPO	2737	Transit	\$3.0M				\$17.0M	
I-76	Outrider Improvements at Sterling	Eastern TPR	2491	Transit	\$0.1M				\$0.1M	
I-76	I-76 US 34 East, Slabs and Diamond Grind both directions from MP 66 to MP 73.9	Upper Front Range	70	Interstates			\$11.5M	Yes	\$18.8M	
I-76	I-76 Phase IV Reconstruction from Fort Morgan to Brush: Multi-modal Project Discretionary Grant (MPDG)	Upper Front Range	1428.2	Interstates	\$17.0M			Yes	\$65.0M	
I-76	Advancing Transportation Safety / I-76 & CO 144 Interchange Safety Impacts	Upper Front Range	2782	Safety	\$9.0M			Yes	\$10.5M	
I-70	I-70 Seibert Eastbound Part 2 & CO 57 Stratton Spur	Eastern TPR	3320	Interstates	\$4.8M	\$10.0M		Yes	\$50.8M	
CO 86	CO 86 Corridor Improvements: Town of Kiowa Resurfacing and Multimodal Improvements	Eastern TPR	2413	Rural Paving	\$1.0M	\$2.0M		Yes	\$2.7M	
CO 7	CO 7 Corridor Improvements: US 287 to 119th Street Pavement Rehabilitation & Safety Improvements	Denver Regional COG (R4)	2596.1	Urban Paving		\$10.0M		Yes	\$13.2M	
CO 7	CO 7 Corridor Improvements: 95th Street Safety, Transit and Multimodal Improvements	Denver Regional COG (R4)	2596.2	Transit	\$13.5M				\$20.0M	
CO 66	CO 66 Corridor Improvements: Weld County Road 13 Intersection and Operational Improvements	Denver Regional COG (R4)	2599.1	Intersections/Operational	\$2.0M				\$2.0M	
CO 66	CO 66 Corridor Improvements: 75th Intersection	Denver Regional COG (R4)	2599.2	Intersections/Operational	\$3.0M				\$3.0M	
CO 52	CO 52/WCR 59 Roundabout and Safety Improvements	Upper Front Range	2772	Intersections/Operational	\$7.6M			Yes	\$12.0M	
CO 42	CO 42 Safety and Intersection Improvements	Denver Regional COG (R4)	2598	Safety	\$6.8M		\$5.3M	Yes	\$40.0M	
CO 14	I-25 and CO 14 Interchange and Multimodal Safety Improvements	North Front Range MPO	2604	Safety	\$3.5M	\$11.0M	\$20.0M		\$75.0M	
CO 14	CO 14 Intersection and Preservation Improvements at WCR 29, WCR 31, WCR 33, and Pedestrian Safety Improvements in Ault	Upper Front Range	3385	Safety		\$6.4M	\$11.1M	Yes	\$23.8M	
CO 1	CO 1 Safety Improvements	Upper Front Range	2771	Safety	\$4.0M				\$4.0M	

# 10 Year Plan - Project Pipeline

Adopted XXX



## Northeast Projects (continued) Highway & Transit Projects in Region 4

### Planned Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 85	US 85/CO 66 Platteville Intersection Improvements	Upper Front Range	1443	Safety		\$6.0M			\$10.0M	
US 385	US 385 South of Cheyenne Wells: MP 141 to MP 149.7	Eastern TPR	2686	Rural Paving			\$12.3M		\$12.3M	
I-76	I-76 New Local Fixed-Route Transit Service in Fort Morgan	Eastern TPR	1426	Transit	\$1.6M				\$1.6M	
I-76	Outrider Improvements at Brush, Fort Morgan, and Hudson	Upper Front Range	2490	Transit	\$0.3M				\$0.3M	
CO 59	CO 59 Safety Improvements: Resurfacing near Kit Carson North: MP 15 to MP 24	Eastern TPR	2498.2	Rural Paving			\$17.9M		\$17.9M	
CO 59	CO 59 Safety Improvements: Resurfacing near Kit Carson North: MP 24 to MP 32	Eastern TPR	2498.3	Rural Paving		\$8.0M	\$8.0M	Yes	\$16.4M	
CO 144	CO 144 Resurfacing Between I-76 & US 34: MP 1 to MP 3	Upper Front Range	3386	Rural Paving			\$8.0M		\$8.0M	

### New Projects

Corridors	Project Name	MPO/TPR/ Statewide	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 6	US 6 Resurfacing and Preservation through Wiggins: MP 343.5 to MP 346.7	Upper Front Range	3383	Rural Paving		\$3.5M			\$3.5M	
US 36	US 36: Boulder to Lyons Safety Improvements	Denver Regional COG (R4)	3367	Safety			\$1.0M		\$100.0M	
US 34	US 34 Railroad Elimination from Centerra to LCR 13	North Front Range MPO	3374	Safety		\$8.0M	\$23.0M	Yes	\$150.0M	
US 34	US 34/WCR 17 Operational, Safety and Multimodal Improvements	North Front Range MPO	3375	Safety			\$9.0M		\$50.0M	
US 34	US 34 Passing Lanes & Safety Improvements from Deerfield to Wiggins	Upper Front Range	3382	Safety		\$5.0M		Yes	\$17.5M	
US 287, US 34	US 34/US 287 Intersection Safety and Multimodal Improvements	North Front Range MPO	3376	Intersections/Operational		\$7.0M		Yes	\$15.7M	
US 287	US 287 Kit Carson to Eads: MP 114 to MP 133	Eastern TPR	3372	Rural Paving		\$12.0M			\$12.7M	
I-76	I-76 Slab Replacement: MP 115 to MP 150	Eastern TPR	3371	Interstates			\$23.5M		\$25.0M	
I-76	I-76 Keenesburg Overlay Preservation: MP 40.5 to MP 45.5	Upper Front Range	3380	Interstates			\$19.0M		\$19.0M	
I-76	I-76 Keenesburg Overlay Preservation: MP 45.5 to MP 50.1	Upper Front Range	3381	Interstates		\$17.5M			\$17.5M	
I-70	I-70 Concrete Reconstruction Genoa to Arriba: MP 367 to MP 380	Eastern TPR	3370	Interstates		\$31.3M	\$45.2M	Yes	\$88.0M	
I-25	I-25 North Express Lanes: Segment 4 (CO 7 to CO 66)	Denver Regional COG (R4)	3366	Roadway Capacity			\$38.2M	Yes	\$349.3M	Yes
CO 63	CO 63 Anton North Part 2: MP 13 to MP 25.1	Eastern TPR	3373	Rural Paving		\$8.0M			\$15.5M	
CO 52	CO 52 Operational, Safety, and Multimodal Improvements from WCR 7 to WCR 15	Denver Regional COG (R4)	3369	Safety		\$9.0M		Yes	\$40.6M	
CO 392	CO 392 Resiliency and Multimodal Improvements from Highland Meadows to Colorado Boulevard: MP 101 to MP 102.5	North Front Range MPO	3379	Roadway Capacity			\$11.0M	Yes	\$38.0M	Yes
CO 257	CO 257 Resurfacing from CO 392 to CO 14: MP 11 to MP 18	North Front Range MPO	3378	Urban Paving		\$10.3M			\$16.1M	
CO 14	CO 14 Intersection Safety Improvements: I-25 to WCR 27	North Front Range MPO	3377	Safety			\$5.0M		\$9.0M	
CO 119	CO 119 Operational, Safety, Transit and Multimodal Improvements: WCR 7.5 to the East Frontage Road	Denver Regional COG (R4)	3368	Transit		\$4.5M			\$49.2M	
CO 1	I-25 Wellington Preliminary Interchange Design & Pedestrian Crossing	Upper Front Range	3384	Safety		\$8.0M	\$20.0M		\$65.0M	

# 10 Year Plan - Project Pipeline

Adopted XXX



## Transit Projects

### Statewide Transit Projects

Corridors	Project Name	Status	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
Non-Corridor	Joint Service Passenger Rail	New Project	NEW	Transit					TBD	
Non-Corridor	Mountain Passenger Rail	New Project	NEW	Transit					TBD	
Non-Corridor	Bustang Fleet Growth and Maintenance	New Project	NEW	Transit		\$24.0M	\$36.0M		TBD	
Non-Corridor	Front Range Passenger Rail	New Project	NEW	Transit					TBD	

**Note on the Following Sections:** Projects listed in the following sections are transit projects that also appear in previous sections of the plan. They are shown here to give stakeholders and the traveling public a complete picture of all transit projects within the 10-Year Plan.

### Region 1 Transit Projects

Corridors	Project Name	Status	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 287, CO 88	Federal Boulevard BRT Phase 1	Design	2638.1	Transit	\$59.6M	\$68.8M			\$168.0M	
US 287, CO 88	Federal Boulevard BRT Phase 2	Design	2638.2	Transit		\$26.2M	\$123.8M		\$150.0M	
I-70	Idaho Springs Mobility Hub	Planned	2716	Transit	\$6.3M			Yes	\$13.2M	
I-25, I-270, US 36	I-270/I-25/US 36 Interchange Transit Connectivity Analysis	New Project	3390	Transit			\$5.0M		TBD	
I-25	I-25 and CO 7 Interchange Mobility Hub	Under Construction	2694	Transit	\$17.5M			Yes	\$25.0M	
I-25	Castle Rock Mobility Hub	Planned	2714	Transit	\$11.3M				\$16.7M	
I-25	Lone Tree Mobility Hub	Under Construction	2744	Transit	\$16.7M			Yes	\$24.5M	
CO 2	Colorado Boulevard BRT	Design	2638.3	Transit	\$11.7M		\$21.0M		\$215.0M	

### Region 2 Transit Projects

Corridors	Project Name	Status	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 50	La Junta Multimodal Transit Center	Planned	1285	Transit	\$2.2M			Yes	\$5.0M	
US 287	Kiowa County Bus Storage Facility	Planned	1281	Transit	\$0.4M				\$0.4M	
US 285	Fairplay Mobility Hub	Design	1084	Transit	\$4.0M				\$4.0M	
Non-Corridor	Cripple Creek Administration and Operations Facility Pre-Construction Activities	Design	1075	Transit	\$3.0M			Yes	\$60.0M	
Non-Corridor	Mobility Management and Expansion of Upper Arkansas Area Council of Governments (UAACOG)	Planned	1635	Transit	\$0.1M				\$0.2M	
Non-Corridor	High-Capacity Corridor Improvements in El Paso County	Planned	2552	Transit	\$0.9M				\$0.9M	
Non-Corridor	Pueblo Transit Fixed-Route Bus/Vehicle Replacements	Planned	2566	Transit	\$3.9M				\$3.9M	
Non-Corridor	Colorado Springs Transit Center	Design	2719	Transit	\$8.0M			Yes	\$40.0M	
Non-Corridor	Fort Carson Circulators/Service to Pikes Peak State College	Planned	2762	Transit	\$1.1M			Yes	\$1.5M	
Non-Corridor	Teller Senior Coalition Outreach: Expanding Access and Assistance	New Project	3392	Transit	\$0.1M				\$0.2M	
Non-Corridor	Fremont County Transit Outreach: Expanding Access and Assistance	New Project	3334	Transit	\$0.1M				\$0.2M	
Non-Corridor	UAACOG: On-Demand Transit Access	New Project	3335	Transit	\$0.2M				\$0.3M	
Non-Corridor	Custer County Transit Growth: Expanding Mobility Access	New Project	3336	Transit	\$0.2M				\$0.3M	
Non-Corridor	On-Demand Mobility: Enhancing UAACOG Transportation Services	New Project	3337	Transit	\$0.4M				\$0.5M	
Non-Corridor	Fremont County: Expanding Access and Mobility	New Project	3338	Transit	\$0.4M				\$0.5M	
I-25	South Central Storage and Maintenance Facility	Planned	1270	Transit	\$5.9M			Yes	\$15.0M	
I-25	I-25 Exit 108 (Purcell Boulevard) Replace Single Box Culvert Crossing Under I-25 & North Pueblo Mobility Hub	Design	2562/2723	Transit	\$14.0M	\$4.5M		Yes	\$30.0M	
I-25	Fountain Park n Ride	Planned	2703	Transit	\$0.2M				\$0.2M	
I-25	Woodmen Road Mobility Hub	Design	2720	Transit	\$3.5M				\$3.5M	
I-25	Monument Park-n-Ride	Design	2721	Transit	\$0.5M				\$0.5M	
I-25	Pueblo Administrative and Maintenance Facility	Design	2724	Transit	\$2.2M			Yes	\$60.0M	
I-25	South Pikes Peak Mobility Hub	New Project	3339	Transit	\$5.3M				\$5.3M	
I-25	North Pikes Peak Mobility Hub	New Project	3340	Transit	\$5.3M				\$5.3M	

# 10 Year Plan - Project Pipeline

Adopted XXX



## Transit Projects

### Region 3 Transit Projects

Corridors	Project Name	Status	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 6	US 6 Transit Improvements (Fruita)	Design	2727	Transit	\$1.5M		\$2.6M	Yes	\$5.7M	
US 50	Montrose Multimodal Transit Center (All Points Transit)	Design	1096	Transit	\$3.2M			Yes	\$3.2M	
US 40	Steamboat Springs Transit Fleet Expansion	Planned	1245	Transit	\$2.4M				\$2.4M	
US 40	Redesign and Construct the Steamboat Springs Transportation Center - Phase 1	Planned	1246	Transit	\$2.3M				\$2.3M	
US 40	Outrider Improvements at Steamboat Springs, Milner, Hayden, and Craig	Planned	2748	Transit	\$0.3M				\$0.3M	
US 40	Outrider Improvements at Winter Park and Tabernash	Planned	2749	Transit	\$0.2M				\$0.2M	
Non-Corridor	Regional Transit Service between Montrose and Telluride	Planned	1028	Transit	\$0.5M			Yes	\$1.2M	
Non-Corridor	Gunnison Transit Center	Planned	1102	Transit	\$1.0M				\$1.0M	
Non-Corridor	Steamboat Springs Bus Rapid Transit Planning Study	Planned	1254	Transit	\$0.3M				\$0.3M	
Non-Corridor	Western Slope Maintenance Facility	Planned	2340	Transit	\$2.7M				\$2.7M	
Non-Corridor	Outrider Improvements at Montrose, Delta, and Gunnison	Planned	2454	Transit	\$0.3M				\$0.3M	
Non-Corridor	Outrider Improvements at Fraser, Granby, Kremmling, and Hot Sulphur Springs	Planned	2494	Transit	\$0.3M				\$0.3M	
Non-Corridor	Mountain Express Transit Center	Planned	2766	Transit	\$1.0M				\$1.0M	
Non-Corridor	Gunnison to Montrose Outrider Expansion (Rolling Stock)	Planned	2767	Transit	\$0.9M				\$0.9M	
I-70	RTA Glenwood Maintenance Facility - Phases 3 and 7	Under Construction	1210	Transit	\$3.0M			Yes	\$46.1M	
I-70	Grand Junction Mobility Hub	Design	2747	Transit	\$4.1M			Yes	\$12.7M	

### Region 4 Transit Projects

Corridors	Project Name	Status	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 36	US 36/28th Street and CO 93/Broadway Intersection Improvements	Design	2597	Transit	\$2.0M		\$2.3M	Yes	\$16.2M	
US 34	US 34 Transit Planning & Capital between Loveland and Greeley	Design	2605	Transit	\$13.2M	\$3.0M	\$6.0M	Yes	\$25.0M	
US 34	Estes Park Transit Improvements & Electric Trolley Bus Barn	Design	2530 2525 2526	Transit	\$1.4M			Yes	\$2.0M	
Non-Corridor	Northern Colorado Fleet Maintenance Facility	Design	2737	Transit	\$3.0M				\$17.0M	
I-76	I-76 New Local Fixed-Route Transit Service in Fort Morgan	Planned	1426	Transit	\$1.6M				\$1.6M	
I-76	Outrider Improvements at Brush, Fort Morgan, and Hudson	Planned	2490	Transit	\$0.3M				\$0.3M	
I-76	Outrider Improvements at Sterling	Design	2491	Transit	\$0.1M				\$0.1M	
CO 7	CO 7 Corridor Improvements: 95th Street Safety, Transit and Multimodal Improvements	Design	2596.2	Transit	\$13.5M				\$20.0M	
CO 119	CO 119 Bus Rapid Transit, Safety and Mobility Improvements	Under Construction	0057/2601	Transit	\$68.6M	\$3.0M		Yes	\$173.0M	
CO 119	CO 119 Operational, Safety, Transit and Multimodal Improvements: WCR 7.5 to the East Frontage Road	New Project	3368	Transit		\$4.5M			\$49.2M	

### Region 5 Transit Projects

Corridors	Project Name	Status	Planning Project ID	Project Type	TC Proposed Strategic Funding (FY 19-26)	TC Proposed Strategic Funding (FY 27-30)	Planned Funding (FY 31+)	Other Funding	* Total Est. Project Cost	Regionally Significant Capacity Project
US 550	Durango Transit Capital Improvement	Design	1365	Transit	\$4.5M				\$4.5M	
US 50	Salida Transit Capital Improvements	Design	2751	Transit	\$0.5M			Yes	\$1.6M	
US 50	Outrider Improvements at Poncha Springs	Design	2752	Transit	\$0.1M				\$0.1M	
US 24	Buena Vista Park-n-Ride and Intermodal Facility	Planned	1297	Transit	\$1.0M				\$1.0M	
US 160	Bus Service between Pagosa Springs and Durango	Planned	2523	Transit	\$2.7M				\$2.7M	
Non-Corridor	Regional Transit Service between Montrose and Telluride	Planned	1028	Transit	\$2.1M				\$4.2M	
Non-Corridor	Poncha Springs Crossroads Welcome Center	New Project	1319	Transit	\$0.6M		\$1.4M		\$2.0M	
Non-Corridor	Outrider Stop Improvements Alamosa to Pueblo Route	Design	2492	Transit	\$0.3M				\$0.3M	
Non-Corridor	Outrider Stop Improvements Durango to Grand Junction Route, SWTPR	Design	2493	Transit	\$0.4M				\$0.4M	
CO 62	Outrider Stop Improvements Durango to Grand Junction Route, GVTPR	Design	2455	Transit	\$0.3M				\$0.3M	



## Attachment C - 10-Year Plan Terms and Definitions

### Status Report View of the 10-Year Plan Document (Attachment B)

These bullets explain the columns that appear in Attachment B for each of the projects for all four sections of the 10-Year Plan Project Table.

- **Project Type:** Indicates the primary project type(s), as noted earlier in this document.
- **Strategic Funding:** Determines the amount of strategic funding for the three periods that are planned to be allocated (or have been allocated) to a specific project, as approved by the Transportation Commission. For the purposes of these documents in the Transportation Commission Packet, these are proposed allocations until adopted.
- **Other Funding:** Indicates (through a “YES” in the column) other funding sources (state, federal, local, grants, enterprise funding, etc.) will be utilized to deliver the project.
- **Total Est. Project Cost:** Planning-level estimate of how much a project will cost in total. Estimates may include approved, other, planned and yet to be approved funding streams.
- **Regionally Significant Capacity Project:** A transportation capacity project is a project that results in changes to a transportation facility, including a roadway, transit service or parking facility, which improves travel time reliability or increases the maximum throughput. A regionally significant capacity project is a transportation capacity project that is on a facility which serves regional transportation needs (such as access to and from the area outside of the region, major activity centers in the region, major planned developments such as new retail centers, sports complexes, etc., or transportation terminals as well as most terminals themselves), and would result in demonstrable changes in travel demand modeling outcomes of a regional or statewide transportation network.
- **Note on Dollar figures:** All numbers greater than \$1,000,000 are represented in millions of dollars. Any number under \$1,000,000 is represented in thousands.

### Project Types & Project Elements

#### Project Types:

Categories for a project’s primary purpose or project delivery outcome. The categories available include:

- **Rural Paving** - primary purpose is to improve pavement condition of rural highways
- **Transit** - primary purpose is to add or expand transit services
- **Interstates** - primary purpose is to improve pavement condition of Interstates
- **Safety** - primary purpose is to improve safety of the traveling public
- **Structures** - primary purpose is to improve condition of bridges, culverts or walls
- **Intersections/Operational** - primary purpose is to improve or reconstruct intersections and/highway operations
- **Active Transportation** - primary purpose is to add or expand bike and pedestrian infrastructure
- **Freight** - primary purpose is to add or improve freight-specific infrastructure on state highways
- **Roadway Capacity** - primary purpose is to add general purpose or managed lanes of one centerline mile or greater, or add intersections/interchanges where they previously did not exist.
- **Urban Paving** - primary purpose is to improve pavement condition of a highway (non-Interstate) located in an urban area (inside the primary MPO/MPA boundary).

## Project Elements

Identifies, at a high-level, a part of the proposed scope of the project and what is expected to be delivered.

- **Regionally Significant Capacity Projects** - Projects that have capacity improvements and are deemed regionally significant, as defined in the following document: [Regionally Significant Transportation Capacity Projects](#). All Regionally Significant Capacity Projects must be indicated on 10-Year Plan documents and will be modeled for compliance with the GHG Planning Standard.
- **Highway Capacity Improvements** - a project that results in changes to a transportation facility, including a roadway, parking facility, which improves travel time reliability or increases the maximum throughput. On urban roads, a capacity improvement consists of a project at least one-centerline mile in length. In rural roadways (defined below), a capacity project is at least one-centerline mile in length where the vehicle volume to capacity ratio (V/C) equals or exceeds 85%. If the V/C is less than 85% in a rural area, a TCP will need to be at least two-centerline miles in length. A centerline mile is measured from the start of the project to the terminus of the project.
- **Pavement Preservation or Rehabilitation (Resurfacing)** - Projects that will deliver treatments to preserve the life of the pavement or deliver rehabilitation of pavement such as resurfacing. Please see the [CDOT Transportation Asset Management Plan](#) - Page 46 for more details.
- **Pavement Reconstruction** - Projects that will deliver a complete reconstruction of existing pavement, including completely removing and replacing the existing

pavement structure, including base layers, often to address severe damage and structural issues.

- **Structure Preservation or Rehabilitation** - Activities that prolong the life of the structure by arresting deterioration or re-establishing element protection without changing the condition rating OR repairs expected to prolong the life of the structure and improve an element- or component-condition rating. A structure can include bridges or culverts. Please see the [CDOT Transportation Asset Management Plan](#) - Page 50 for more details.
- **Structure Replacement/Reconstruction** - Complete replacement of an existing structure, without adding additional capacity. A structure can include bridges, culverts, or walls.
- **Adding/expansion of Shoulders** - Project proposes to add shoulders to highways without them or expand the width of existing highway shoulders.
- **Adding/expansion of Passing Lanes** - Project proposes to add lanes to allow for safe passing of vehicles on highways. Also projects look to expand the length of existing passing lanes. These lanes cannot be greater than two miles in total continuous length (will be considered capacity expansions) as noted in the definition for highway capacity improvements.
- **Transit Elements** - Projects that will include elements related to transit including capital acquisition, development of transit lines, mobility hubs, and other related improvements for bus and/or train routes.
- **Adding/expansion of sidewalks/bike/multiuse paths** - Projects that include sidewalks, pedestrian facilities or bicycle facilities as part of the project scope.
- **Intersection Improvements** - Projects that include intersection, and/or interchange improvements, aimed at improving or enhancing the safety, efficiency, and functionality of a specific intersection, encompassing various improvements like traffic signals, pavement markings, and pedestrian infrastructure.
- **Safety Features** - aimed at improving the safety of the transportation system for all users by implementing strategies, programs, and policies that reduce crash risk, fatalities, and serious injuries. Elements could include guardrail, stripping, intersection or pedestrian crossing, etc.
- **Resiliency Features** - Projects that incorporate risk management strategies for flood, post-fire debris flow, geohazards, fire, or snow (avalanche) events. See [CDOT's Resilience Improvement Plan](#)
- **Other** - Any other type of elements not captured in the other selections.



## Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Jeff Sudmeier, Chief Financial Officer

Bethany Nicholas, Deputy Chief Financial Officer

**Date:** January 14, 2026

**Subject:** FY 2026-27 Annual Budget Update

### Purpose

To provide an update on items related to the FY 2026-27 Annual Budget.

### Action

No action is required at this time.

### Update on the FY 2026-27 Annual Budget

The Proposed FY 2026-27 Annual Budget Allocation Plan, which includes the narrative and all budget appendices, is available on the [Department's website](#). The Proposed FY 2026-27 Revenue Allocation Plan totals \$2,304.6 million for CDOT and the transportation enterprises. Staff is working to develop the Final FY 2026-27 Annual Budget Allocation Plan which will be available for the Transportation Commission (TC) to review during the February 2026 Budget Workshop.

### Revenue Forecast Update

The Office of Financial Management and Budget (OFMB) released its second FY 2025-26 quarterly revenue forecast, which is summarized in an informational memo in this month's packet. The most recent revenue forecast for FY 2026-27 remains largely consistent with the September forecast that was used to develop the Proposed FY 2026-27 Revenue Allocation Plan. The updated forecast reflects a slight increase in FASTER revenues, specifically within the road safety surcharge and daily vehicle rental fees. Any changes to budget allocations will be reflected in the draft Final FY 2026-27 Budget that will be shared with the TC in February.

### Decision Items

During the FY 2026-27 budget development process, CDOT divisions and regions can request decision items, which are requests for funding that represent a significant change to a division's current program (e.g., new or expanded programs or investments). In accordance with Policy Directive (PD) 703.0, decision item requests of less than \$1 million are reviewed and subject to approval by the EMT, while decision items of \$1



million or greater are reviewed by the EMT and then forwarded to the TC for consideration, with final approval with the Final Annual Budget Allocation Plan in March 2026. The TC will have an opportunity to review any potential decision item requests during the February 2026 Budget Workshop, prior to the March adoption of the Final FY 2026-27 Annual Budget Allocation Plan.

## Update on CDOT's Legislative Budget

The Governor's FY 2026-27 Budget Request, which can be found on the [Office of State Planning and Budgeting \(OSPB\) website](#), includes one decision item that was submitted by CDOT: R-01 Multimodal Options Fund Spending Authority. It is important to note that any decision items that are submitted as part of the Governor's Budget Request are *proposed* changes, and must work their way through the legislative process in 2026 before becoming law. CDOT's decision item for FY 2026-27 is described below.

### R-01 Multimodal Options Fund Spending Authority

The Department is requesting an appropriation of \$55.6 million in cash fund spending authority for FY 2026-27 to align with the forecasted fund balance in the Multimodal Transportation and Mitigation Options Fund (MMOF). This would not be new revenue into the MMOF, but rather legislative authority to encumber and spend the full balance of revenue that was previously collected or transferred into the Fund (i.e. current fund balance in the MMOF).

### Status on Decision Items and Legislative Proposals

CDOT's hearing with the Joint Budget Committee was held on December 12, 2025. This was an opportunity for the EMT to discuss CDOT's budget priorities and respond to questions the JBC members asked about CDOT's budget and decision items. The presentation materials can be found on the [Joint Budget Committee's website](#). Staff expects the JBC to vote on appropriated lines in the CDOT budget during their annual figure setting process, typically held in February or March, and then the Long Bill will be introduced by early April.

As we move forward with the budget development cycle, staff will monitor legislative proposals related to the Governor's Budget Request, as well as other potential funding proposals, and provide updates to the TC as information becomes available.

### Potential Additional Changes to the FY 2026-27 Budget

The following outstanding items could result in further changes to the FY 2026-27 Annual Budget Allocation Plan:

- **Legislative Changes:** Staff will closely monitor proposed legislation that is introduced during the 2026 legislative session and assess whether any proposals under consideration will have an impact on the FY 2026-27 CDOT budget.



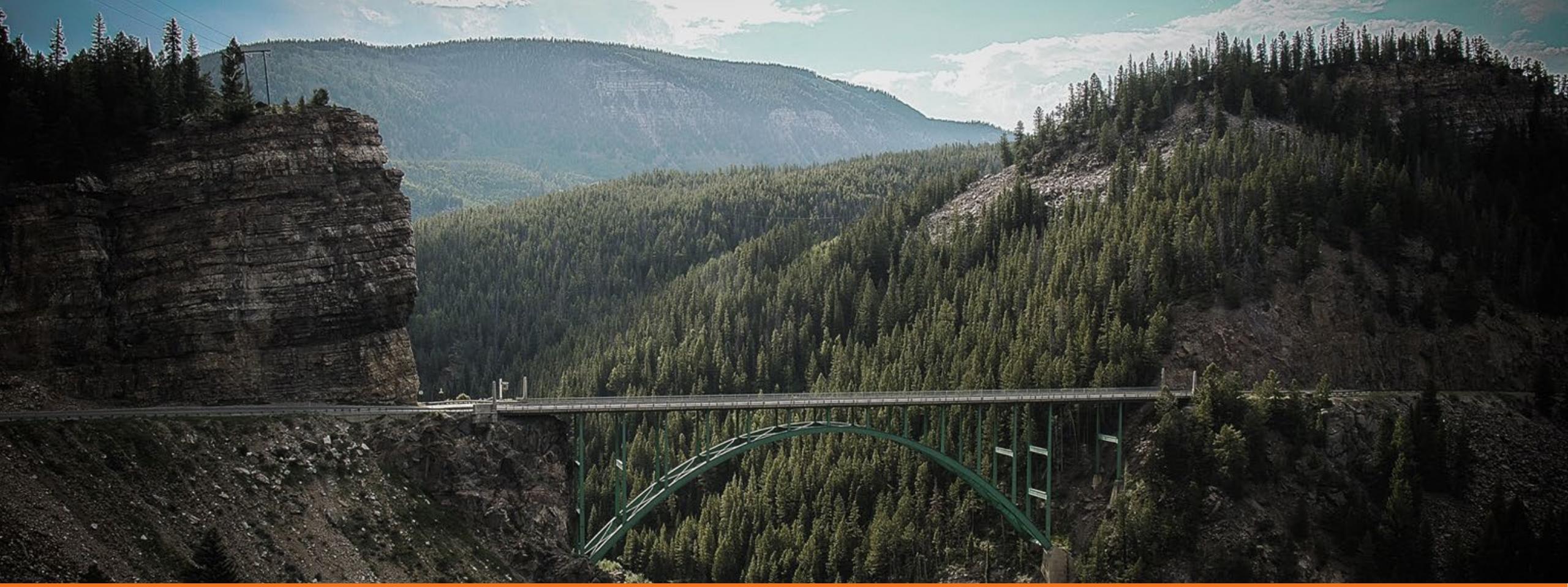
- **Decision Items:** The TC will have an opportunity to review any potential Decision Item requests during the February 2026 Budget Workshop, prior to the March adoption of the Final FY 2026-27 Annual Budget Allocation Plan.
- **Administration (Line 67):** Legislative and OSPB actions during the budget development cycle may require further changes in Administration spending for CDOT. The Administration budget will be updated throughout the fall and winter.
- **Contingency Reserve (Lines 72 and 73):** After final adjustments for common policy, etc., and consideration of current balances in Contingency Reserve Funds, the Commission may also be asked to consider options for the allocation of any residual flexible HUTF funding or flexible federal funding, including amounts currently allocated to the Contingency Reserve lines, to other programs.

## Next Steps

- In February 2026, the TC will be asked to review any Decision Items that are \$1 million or more, additional changes related to common policy updates, legislative changes, changes resulting from updated revenue forecasts, or any other changes.
- In March 2026, the TC will be asked to review and adopt the Final FY 2026-27 Annual Budget Allocation Plan.

## Attachments

Attachment A - Presentation



Department of Transportation

**January 2026 Budget Workshop  
FY27 Annual Budget Update**



# Agenda

- FY27 Proposed Budget Allocation Plan
- Historical Revenues
- Developing the Revenue Allocation Plan
- Sources and Uses
- FY27 Decision Items
- Additional Adjustments Coming
- Timeline and Next Steps



Fire engine at Eisenhower-Johnson memorial tunnel



# Narrative and Other Budget Appendices



**Review the Narrative and Revenue Allocation Plan on CDOT's Website:**

<https://www.codot.gov/business/budget/cdot-budget>

- Appendix A - Revenue Allocation Plan
- Appendix B - Spending Plan
- Appendix C - Open Projects & Unexpended Project Balances
- Appendix D - Planned Projects
- Appendix E - Total Construction Budget
- Appendix F - Project Indirects & Construction Engineering
- Appendix G - CDOT Personnel Report
- Appendix H - Update on 10 Year Plan



# FY 2026-27 Revenue Allocation Plan

FY 2026-27 Revenue Allocation Plan

Line	Budget Category / Program	A. Estimated Rollforward from FY 2025-26*	B. FY 2025-26 Final Allocation Plan	FY 2026-27 Proposed Allocation Plan	FY 2026-27 Total Final Available Budget (A+C)	Directed By	Funding Source
<b>1 COLORADO DEPARTMENT OF TRANSPORTATION</b>							
2 Capital Construction	\$0.0 M	\$612.0 M	\$656.2 M	\$656.2 M			
3 Asset Management	\$0.0 M	\$398.3 M	\$407.6 M	\$407.6 M			
4 Surface Treatment	\$0.0 M	\$229.7 M	\$233.0 M	\$223.0 M	TC	FHWA / SH / SB 09-108	
5 Structures	\$0.0 M	\$60.9 M	\$63.4 M	\$63.4 M	TC	FHWA / SH / SB 09-108	
6 System Operations	\$0.0 M	\$25.9 M	\$27.3 M	\$27.3 M	TC	FHWA / SH	
7 Geohazards Mitigation	\$0.0 M	\$8.1 M	\$9.7 M	\$9.7 M	TC	SB 09-108	
8 Permanent Water Quality Mitigation	\$0.0 M	\$6.5 M	\$6.5 M	\$6.5 M	TC	FHWA / SH	
9 Emergency Relief	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	FR	FHWA	
10 10 Year Plan Projects - Capital Asset Management	\$0.0 M	\$67.2 M	\$67.6 M	\$67.6 M	TC / FR	FHWA	
11 Safety	\$0.0 M	\$121.8 M	\$123.2 M	\$123.2 M			
12 Highway Safety Improvement Program	\$0.0 M	\$41.0 M	\$43.2 M	\$43.2 M	FR	FHWA / SH	
13 Railway-Highway Crossings Program	\$0.0 M	\$3.5 M	\$3.2 M	\$3.2 M	FR	FHWA / SH	
14 Hot Spots	\$0.0 M	\$2.7 M	\$2.7 M	\$2.7 M	TC	FHWA / SH	
15 FASTER Safety	\$0.0 M	\$67.4 M	\$66.9 M	\$66.9 M	TC	SB 09-108	
16 Americans with Disabilities Act Compliance	\$0.0 M	\$7.2 M	\$7.2 M	\$7.2 M	TC	FHWA / SH	
17 Mobility	\$0.0 M	\$91.9 M	\$125.4 M	\$125.4 M			
18 Regional Priority Program	\$0.0 M	\$50.0 M	\$50.0 M	\$50.0 M	TC	FHWA	
19 10 Year Plan Projects - Capital Mobility	\$0.0 M	\$19.3 M	\$62.8 M	\$62.8 M	SL	FHWA / SB 21-260	
20 Freight Programs	\$0.0 M	\$22.6 M	\$12.6 M	\$12.6 M	FR	FHWA / SH / SL	
21 Maintenance and Operations	\$0.0 M	\$419.9 M	\$431.2 M	\$431.2 M			
22 Asset Management	\$0.0 M	\$384.2 M	\$395.5 M	\$395.5 M			
23 Maintenance Program Areas	\$0.0 M	\$312.8 M	\$323.7 M	\$323.7 M			
24 Roadway Surface	\$0.0 M	\$41.7 M	\$43.1 M	\$43.1 M	TC	SH	
25 Roadside Facilities	\$0.0 M	\$24.3 M	\$25.1 M	\$25.1 M	TC	SH	
26 Roadside Appearance	\$0.0 M	\$8.6 M	\$8.9 M	\$8.9 M	TC	SH	
27 Structure Maintenance	\$0.0 M	\$6.3 M	\$6.5 M	\$6.5 M	TC	SH	
28 Tunnel Activities	\$0.0 M	\$4.8 M	\$5.0 M	\$5.0 M	TC	SH	
29 Snow and Ice Control	\$0.0 M	\$103.8 M	\$107.5 M	\$107.5 M	TC	SH	
30 Traffic Services	\$0.0 M	\$81.8 M	\$84.7 M	\$84.7 M	TC	SH	
31 Materials, Equipment, and Buildings	\$0.0 M	\$21.4 M	\$22.1 M	\$22.1 M	TC	SH	
32 Planning and Scheduling	\$0.0 M	\$20.0 M	\$20.7 M	\$20.7 M	TC	SH	
33 Express Lane Corridor Maintenance and Operations	\$0.0 M	\$13.2 M	\$13.5 M	\$13.5 M	TC	SH	
34 Property	\$0.0 M	\$22.8 M	\$22.8 M	\$22.8 M	TC	SH	
35 Capital Equipment	\$0.0 M	\$23.4 M	\$23.4 M	\$23.4 M	TC	SH	
36 Maintenance Reserve Fund	\$0.0 M	\$12.0 M	\$12.0 M	\$12.0 M	TC	SH	
37 Safety	\$0.0 M	\$11.4 M	\$11.4 M	\$11.4 M			
38 Strategic Safety Program	\$0.0 M	\$11.4 M	\$11.4 M	\$11.4 M	TC	FHWA / SH	
39 Mobility	\$0.0 M	\$24.4 M	\$24.4 M	\$24.4 M			
40 Real-Time Traffic Operations	\$0.0 M	\$14.4 M	\$14.4 M	\$14.4 M	TC	SH	
41 Intelligent Transportation System Investments	\$0.0 M	\$10.0 M	\$10.0 M	\$10.0 M	TC	FHWA / SH	
42 Multimodal and Mobility Programs	\$0.0 M	\$56.9 M	\$38.3 M	\$38.3 M			
43 Mobility	\$0.0 M	\$56.9 M	\$38.3 M	\$38.3 M			
44 Innovative Mobility Programs	\$0.0 M	\$9.4 M	\$9.4 M	\$9.4 M	TC	FHWA / SH	
45 National Electric Vehicle Program	\$0.0 M	\$14.5 M	\$0.0 M	\$0.0 M	FR	FHWA	
46 10 Year Plan Projects - Multimodal	\$0.0 M	\$9.6 M	\$14.5 M	\$14.5 M	TC	FHWA / SB 21-260	
47 Rail Program	\$0.0 M	\$0.0 M	\$0.0 M	\$0.0 M	SL		
48 Bustang	\$0.0 M	\$23.3 M	\$14.4 M	\$14.4 M	TC	SB 09-108 / Fare Rev. / SB 21-260	
49 Suballocated Programs	\$0.0 M	\$358.8 M	\$301.1 M	\$301.1 M			
50 Aeronautics	\$0.0 M	\$56.1 M	\$48.8 M	\$48.8 M			
51 Aviation System Program	\$0.0 M	\$56.1 M	\$48.8 M	\$48.8 M	AB	SA	
52 Highway	\$0.0 M	\$148.6 M	\$151.4 M	\$151.4 M			
53 Surface Transportation Block Grant - Urban	\$0.0 M	\$63.8 M	\$65.2 M	\$65.2 M	FR	FHWA / LOC	
54 Congestion Mitigation and Air Quality	\$0.0 M	\$51.4 M	\$52.5 M	\$52.5 M	FR	FHWA / LOC	
55 Metropolitan Planning	\$0.0 M	\$11.4 M	\$11.7 M	\$11.7 M	FR	FHWA / FTA / LOC	
56 Off-System Bridge Program	\$0.0 M	\$22.0 M	\$22.0 M	\$22.0 M	TC / FR	FHWA / SH / LOC	
57 Transit and Multimodal	\$0.0 M	\$154.2 M	\$101.0 M	\$101.0 M			
58 Recreational Trails	\$0.0 M	\$1.6 M	\$1.6 M	\$1.6 M	FR	FHWA	
59 Safe Routes to School	\$0.0 M	\$3.1 M	\$3.1 M	\$3.1 M	TC	FHWA / LOC	
60 Transportation Alternatives Program	\$0.0 M	\$21.8 M	\$22.3 M	\$22.3 M	FR	FHWA / LOC	
61 Transit Grant Programs	\$0.0 M	\$43.0 M	\$41.9 M	\$41.9 M	FR / SL / TC	FTA / LOC / SB 09-108	
62 Multimodal Options Program - Local	\$0.0 M	\$68.2 M	\$22.4 M	\$22.4 M	SL		
63 Carbon Reduction Program - Local	\$0.0 M	\$9.4 M	\$9.6 M	\$9.6 M	FR	FHWA / LOC	
64 Revitalizing Main Streets Program	\$0.0 M	\$7.0 M	\$0.0 M	\$0.0 M	SL / TC	SB 21-260	
65 Administration & Agency Operations	\$0.0 M	\$138.8 M	\$143.3 M	\$143.3 M			
66 Agency Operations	\$0.0 M	\$83.8 M	\$86.7 M	\$86.7 M	TC / AB	FHWA / SH / SA / SB 09-108	
67 Administration	\$0.0 M	\$53.3 M	\$54.9 M	\$54.9 M	SL	SH	
68 Project Initiatives	\$0.0 M	\$1.7 M	\$1.7 M	\$1.7 M	TC	SH	
69 Debt Service	\$110.6 M	\$44.5 M	\$35.5 M	\$146.1 M			
70 Debt Service	\$110.6 M	\$44.5 M	\$35.5 M	\$146.1 M	DS	SH	
71 Contingency Reserve	\$0.0 M	\$18.9 M	\$15.0 M	\$15.0 M			

**Total estimated revenues in FY 2026-27, \$2,304.6 M:**

- CDOT: \$1,689.9 million
- CTIO: \$255.2 million
- BTE: \$199.2 million
- Clean Transit: \$127.1 million
- Nonattainment Enterprise: \$17.4 million
- Fuels Impact Enterprise: \$15.8 million



# FY 2026-27 Spending Plan

Appendix B CDOT Fiscal Year (FY) 2026-27 Spending Plan

Line	Budget Category / Program	FY 2026-27 Projected Expenditures
1	Colorado Department of Transportation (CDOT)	
	Projected Fund Balance and SB267 Trustee Account Balance	\$ 988.5M
	Projected FY27 Revenue	\$ 1,660.7M
	<b>Total Projected - CDOT</b>	<b>\$ 2,649.2M</b>
2	Capital Construction	\$ 1,300.3M
3	Pre-Construction Activities	\$ 169.1M
4	Right of Way	\$ 39.3M
5	Acquisitions	\$ 33.4M
6	CDOT Staff Salaries and Benefits	\$ 1.1M
7	Personal/Professional Services	\$ 1.9M
8	Indirect Allocations to Projects*	\$ 1.1M
9	Other	\$ 1.6M
10	Design and Other Pre-Construction Activities	\$ 130.0M
11	Personal/Professional Services	\$ 81.9M
12	CDOT Staff Salaries and Benefits	\$ 14.3M
13	Indirect Allocations to Projects*	\$ 14.8M
14	Other	\$ 19.1M
15	<b>Construction Activities</b>	<b>\$ 1131.2M</b>
16	Contractor Payments	\$ 884.2M
17	Personal/Professional Services	\$ 37.4M
18	CDOT Staff Salaries and Benefits	\$ 4.2M
19	Indirect Allocations to Projects*	\$ 83.1M
20	Construction Engineering Allocations to Projects*	\$ 53.4M
21	Other	\$ 69.1M
22	<b>Maintenance and Operations</b>	<b>\$ 431.2M</b>
23	CDOT Staff Salaries and Benefits	\$ 185.7M
24	Personal/Professional Services	\$ 24.3M
25	Operating	\$ 123.4M
26	Capital	\$ .8M
27	Other	\$ 50.8M
28	<b>Property</b>	<b>\$ 22.8M</b>
29	CDOT Staff Salaries and Benefits	\$ 2.5M
30	Personal/Professional Services	\$ .2M
31	Operating	\$ .8M
32	Capital	\$ 19.3M
33	<b>Capital Equipment</b>	<b>\$ 23.4M</b>
34	Capital	\$ 23.3M
35	Operating	\$ .1M
36	<b>Multimodal and Mobility Programs, Non Construction</b>	<b>\$ 38.3M</b>
37	CDOT Staff Salaries and Benefits	\$ 2.8M
38	Personal/Professional Services	\$ 21.4M
39	Operating	\$ 5.7M
40	Capital	\$ 8.4M
41	<b>Suballocated Programs</b>	<b>\$ 301.1M</b>
42	Grant Payments to Local Entities	\$ 286.1M
43	CDOT Staff Salaries and Benefits	\$ .6M
44	Personal/Professional Services	\$ 7.2M
45	Operating	\$ 7.2M
46	<b>Administration &amp; Agency Operations</b>	<b>\$ 143.3M</b>

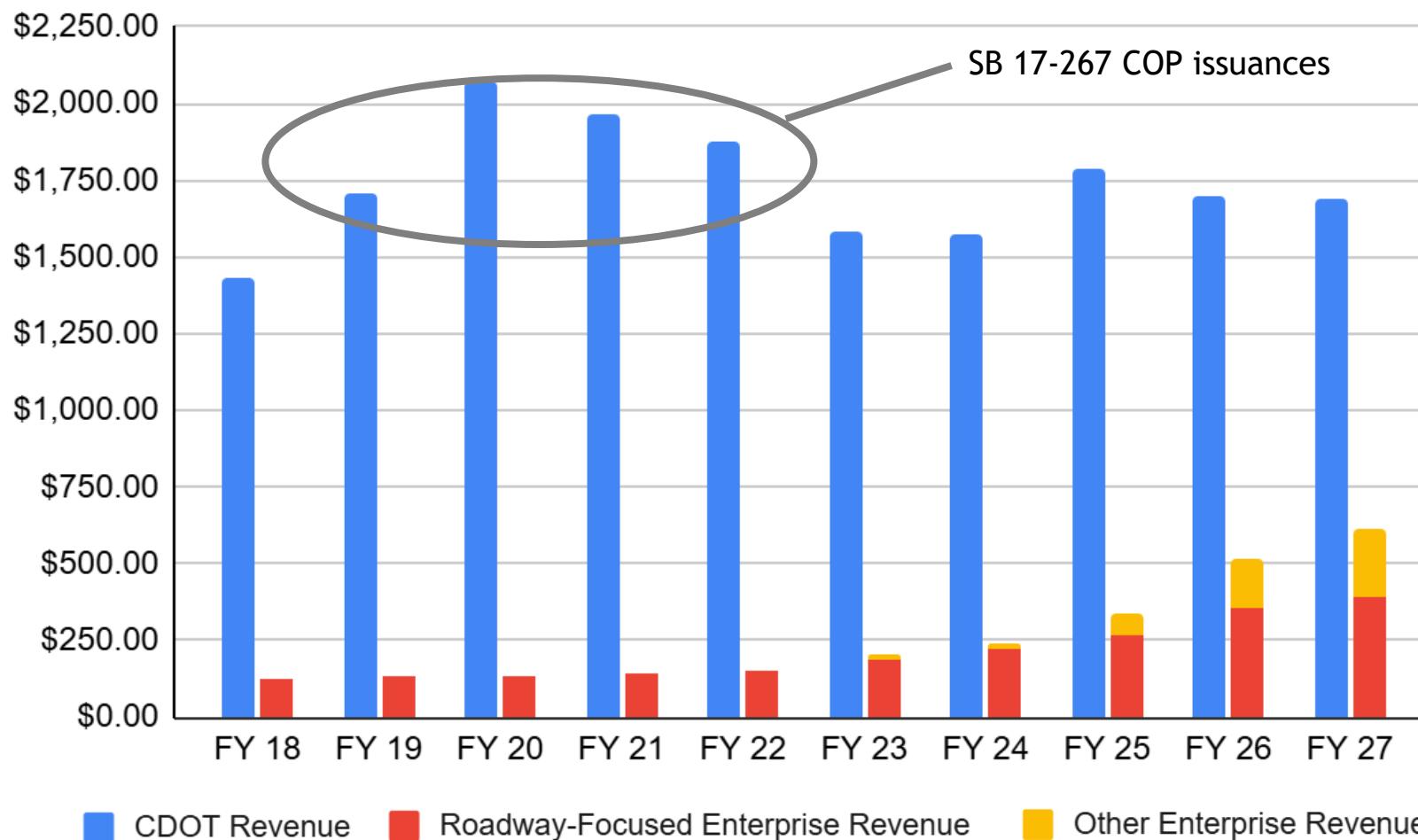
**Total estimated expenditures in FY 2026-27,  
\$2,778.9 M:**

- CDOT: \$2,306.7 million
- BTE: \$319.1 million
- CTIO: \$101.2 million
- Clean Transit: \$19.4 million
- Nonattainment Enterprise: \$17.5 million
- Fuels Impact Enterprise: \$15.0 million



# Historical Revenues

CDOT and Enterprise Historical Revenue (in millions)



- CDOT revenue growth of ~18% between FY 18 and FY 27 (~1.9% annualized).
- Enterprise revenue growth of ~385% (~19.2% annualized).
- CDOT and roadway focused Enterprise revenue (BTE revenue and CTIO Express Lane revenue) growth of ~34% (~3.3% annualized).
- NHCCI index increased 71.7% since FY 18 (9.4% annualized).



# Developing the Revenue Allocation Plan



<b>Programs with Dedicated Revenue Sources</b>	<b>Programs with Pre-Established Funding Levels</b>	<b>Programs Based on CDOT Internal Budget Process</b>	<b>Programs Based on a Set Schedule</b>	<b>Asset Management</b>
Examples include HSIP (line 12) CMAQ (line 54) Metropolitan Planning (line 55)	Can be modified by Commission request or a decision item. Examples include Innovative Mobility and RPP	These are typically annual operating budgets, including Agency Operations and Administration	Example includes Debt Service	Approved by the Commission in September 2022



# Flexible vs. Inflexible Revenue Sources

## Flexible sources of Revenue



- HUTF in the State Highway Fund (SHF)
- General Fund transfers
- Interest income on the SHF, and most other misc revenue

Used to fund maintenance activities, department administration, debt service, and to provide state match to federal funds.

- HUTF - FASTER funds
- HUTF - FASTER transit
- Flexible FHWA Funds (STBG, NHPP)

FASTER provides funding for safety-related capital construction projects, and for transit projects and grants.

Flexible federal funds can be used for most capital projects.

## Inflexible sources of Revenue



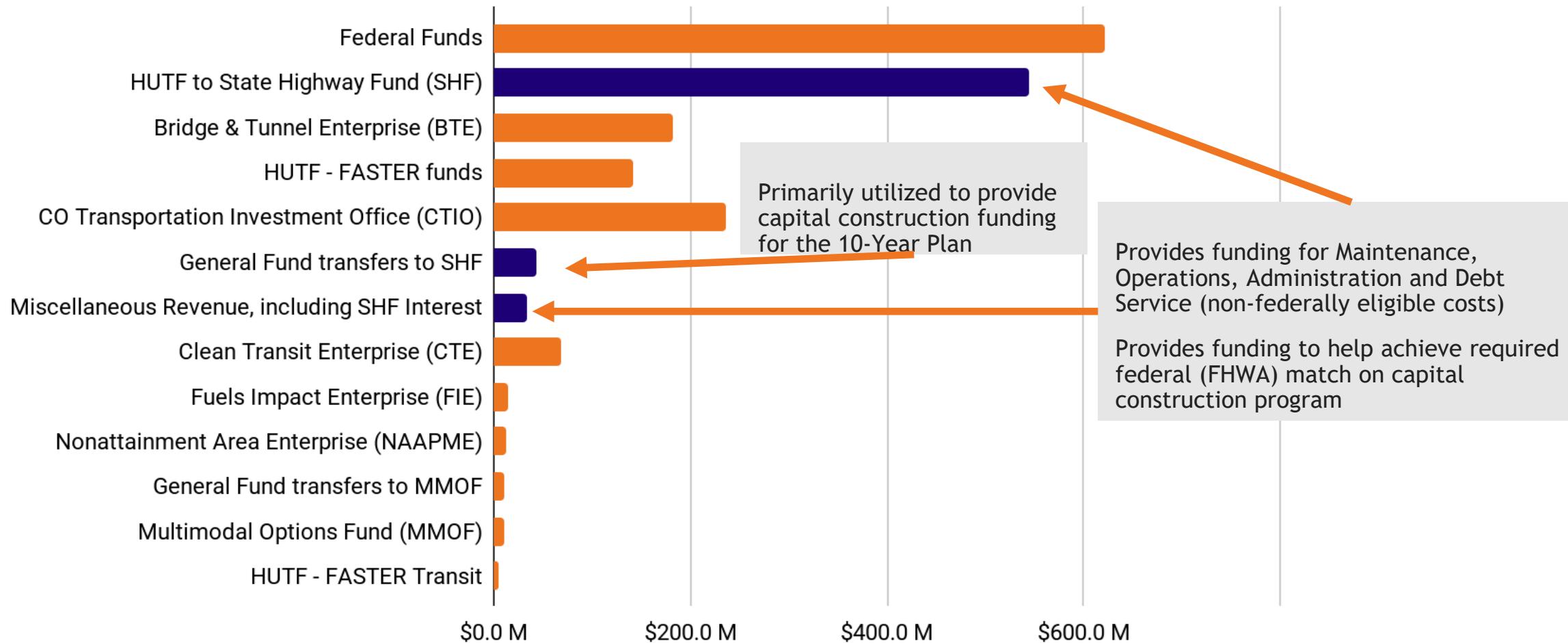
- Multimodal Options fund (MMOF)
- General Fund transfers to the MMOF and Revitalizing Main Streets
- Inflexible FHWA funds (e.g. HSIP, CMAQ, TAP, Bridge Formula Program, PROTECT, etc.), FTA and NHTSA funds
- All enterprise revenue

Under current law, all of these funds are dedicated to specific programs and purposes and can not be used to backfill other revenue sources.

Enterprise revenues must be used for the mission and purpose of the Enterprise.



# Flexible vs. Inflexible Revenue Sources





# Sources of CDOT Funding - CDOT and Enterprises FY 2026-27

## Federal Programs

\$813.2 million - 35.3%

18.4 cents per gallon paid at the pump, Federal General Fund

## Highway Users Tax Fund

\$664.0 million - 28.8%

Fuel Taxes and Fees, vehicle registrations, traffic penalty revenue, FASTER, Retail Delivery Fee

## Bridge & Tunnel Enterprise

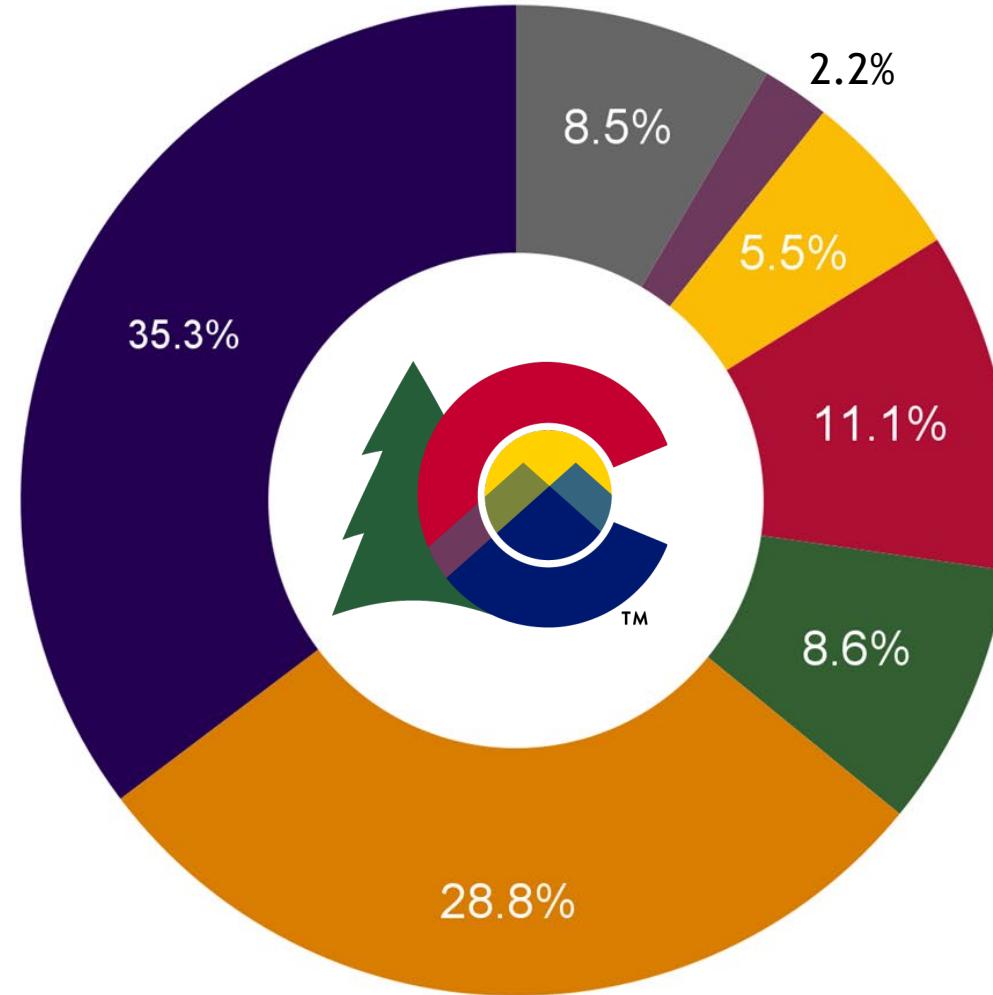
\$199.2 million - 8.6%

FASTER fees, Bridge Impact Fee, Retail Delivery Fees

## Colorado Transportation Investment Office

\$255.2 million - 11.1%

Toll and enforcement revenue, Congestion Impact Fee



## Other State Funds

\$194.9 million - 8.5%

Aviation fuel taxes, appropriated special programs, miscellaneous revenue, Nonattainment Enterprise, Fuel Impact Enterprise

## Legislative Initiatives

\$51.0 million - 2.2%

General Fund Transfers to the State Highway Fund, Capital Development Committee funds

## Clean Transit Enterprise

\$127.1 million - 5.5%

Retail Delivery Fee, Oil and Gas Production Fees



# Uses of CDOT Funding - CDOT and Enterprises FY 2026-27

## Multimodal Services

\$236.5 million - 10.3%

Innovative Mobility, NEVI, 10-Year Plan Projects (Transit), Rail Commission, Bustang

## Administration and Agency Operations

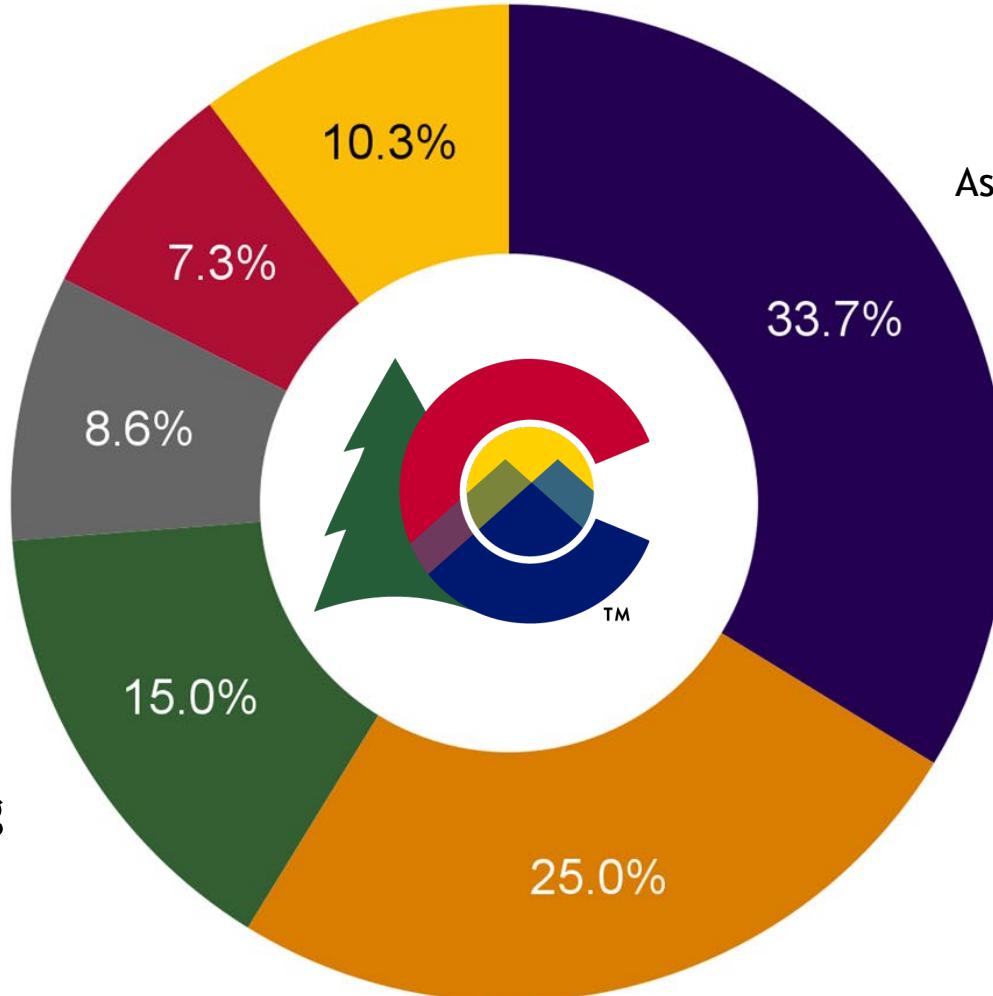
\$168.8 million - 7.3%

Appropriated Administration budget, agency operations and project initiatives

## Other Programs, Debt Service, Contingency Funding

\$198.6 million - 8.6%

State safety education, planning and research, State Infrastructure Bank, Debt Service, Contingency and Reserve funds



## Capital Construction

\$777.5 million - 33.7%

Asset Management, Safety Programs, 10-Year Plan projects, Regional Priority Program

## Maintenance and Operations

\$577.2 million - 25.0%

Maintenance Program Areas, Strategic Safety Program, Real-time Traffic Operations, ITS Investments

## Suballocated Programs

\$346.0 million - 15.0%

Aeronautics funding, sub allocated federal programs



# Capital Construction

- CDOT - \$665 M
- Surface Treatment - \$233 M (35%)
- Bridge/Structures - \$63 M (10%)
- Other Assets - \$44 M (7%)
- Safety Programs - \$123 M (18%)
- RPP - \$50 M (7%)
- 10-Year Plan - \$139 M\* (21%)
- Other - \$13 M (2%)
- Bridge and Tunnel Enterprise - \$117 M
- Colorado Transportation Investment Office - \$4 M

*Total capital construction allocations of nearly \$800 M including \$457 M to asset management programs (not including asset-management elements of 10-Year Plan projects.)*

\*Indicates differences from current category allocations which will be reconciled prior to final budget adoption.



# Maintenance and Operations

- CDOT - \$431 M
- MLOS / Reserve - \$336 M (78%)
- Express Lanes Corridor Maintenance and Operations - \$14 M (3%)
- Real-Time Traffic Operations - \$14 M (3%)
- Intelligent Transportation Systems (ITS) - \$10 M (2%)
- Strategic Safety Program - \$11 M (2%)
- Property - \$23 M (5%)
- Capital Equipment - \$23 M (5%)
- Bridge and Tunnel Enterprise - \$1 M
- Colorado Transportation Investment Office - \$45 M\*

*Nearly \$500 M annually is allocated to transportation system maintenance and operations including more than \$100 M for snow and ice control.*

\*Indicates differences from current category allocations which will be reconciled prior to final budget adoption.



# Suballocated Programs

- CDOT - \$330 M
- Multimodal - \$141 M (43%)
  - CMAQ, Rec Trails, Safe Routes, TAP, MMOF, Carbon Reduction
- Highway - \$86 M (26%)
  - STBG-Urban, Off-System Bridge
- Aviation - \$49 M (15%)
- Transit - \$42 M (13%)
- Other - \$12 M (4%)
  - Metropolitan Planning
- Clean Transit Enterprise - \$102 M
  - Transit - \$102 M\* (100%)
- Fuels Impact Enterprise - \$16 M
  - Highway - \$16 M (100%)
- Non-Attainment Area Air Pollution Mitigation Enterprise - \$17 M
  - Multimodal - \$17 M\* (100%)

*More than \$465 M annually allocated to grants/ suballocated programs*



# Multimodal and Mobility Programs

- CDOT - \$30 M
- Bustang \$21 M\* (68%)
- Innovative Mobility Program \$9 M (32%)
- National Electric Vehicle Program \$0 (0%)
- Colorado Transportation Investment Office - \$58 M
- Transit and Rail - \$58 M (100%)
- Clean Transit Enterprise - \$21 M
- Rail - \$21 M\* (100%)

*CDOT and the Enterprises deliver more than \$100 M annually in Multimodal and Mobility Programs including Bustang. This is in addition to multimodal grants and multimodal elements of capital construction projects.*

\*Indicates differences from current category allocations which will be reconciled prior to final budget adoption.



# Administration and Agency Operations

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- CDOT - \$137 M
- Agency Operations - \$87 M (64%)
- Administration - \$48 M (35%)
- Project Initiatives - \$2 M (1%)
- Bridge and Tunnel Enterprise - \$2 M
- Colorado Transportation Investment Office - \$26 M
- Clean Transit Enterprise - \$3 M
- Fuels Impact Enterprise - \$0.1 M



## Other Programs

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- CDOT - \$97 M
- Debt Service - \$36 M (37%)
- Contingency Reserve - \$22 M (23%)
- Safety Education - \$20 M (21%)
- Planning and Research - \$19 M (20%)
- State Infrastructure Bank - \$1 M (1%)
- Bridge and Tunnel Enterprise - \$78 M
- Colorado Transportation Investment Office - \$23 M
- Clean Transit Enterprise - \$1 M



# FY27 CDOT Decision Items

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- During the FY 2026-27 budget development process, CDOT divisions and regions can request decision items, which are requests for funding that represent a significant change to a division's current program (e.g., new or expanded programs or investments).
  - Per Policy Directive (PD) 703.0, decision item requests of less than \$1 million are reviewed and subject to approval by the EMT, while decision items of \$1 million or greater are reviewed by the EMT and then forwarded to the TC for consideration, with final approval with the Final Annual Budget Allocation Plan in March 2026.
  - The TC will have an opportunity to review any potential Decision Item requests during the February 2026 Budget Workshop, prior to the March adoption of the Final FY 2026-27 Annual Budget Allocation Plan.



# Additional Adjustments Coming

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## Still to come....

- **Legislative Changes:** Staff will closely monitor proposed legislation that is introduced during the 2026 legislative session and assess whether any proposals under consideration will have an impact on the FY 2026-27 CDOT budget.
- **Decision Items:** The TC will have an opportunity to review any potential Decision Item requests during the February 2026 Budget Workshop, prior to the March adoption of the Final FY 2026-27 Annual Budget Allocation Plan.
- **Administration (Line 67):** Legislative and OSPB actions during the budget development cycle may require further changes in Administration spending for CDOT. The Administration number will be updated throughout the fall and winter.
- **Contingency Reserve (Lines 72 and 73):** After final adjustments for common policy, etc., and consideration of current balances in Contingency Reserve Funds, the Commission may also be asked to consider options for the allocation of any residual flexible HUTF funding or flexible federal funding, including amounts currently allocated to the Contingency Reserve lines, to other programs.



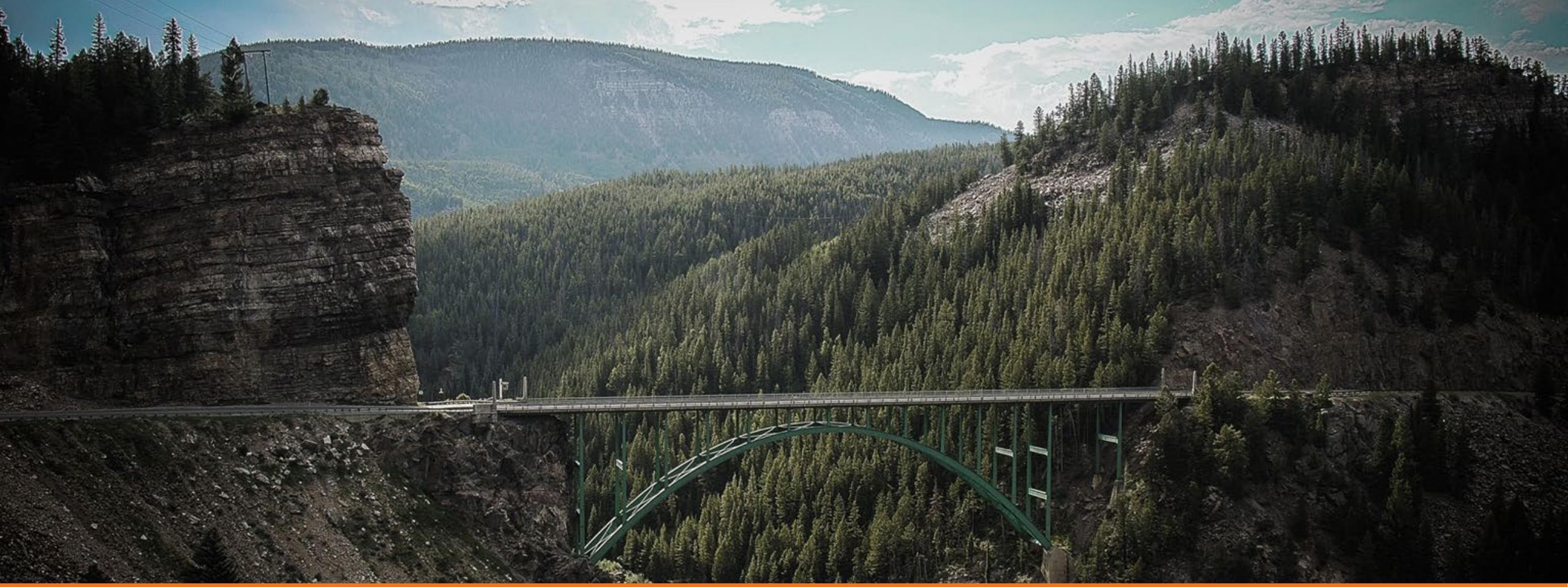
# Timeline and Next Steps

After November, DAF will continue to address the following items for the FY 2026-27 Annual Budget:

- February 2026: The TC will be asked to review any Decision Items that are \$1 million or more, additional changes related to common policy updates, legislative changes, or any other changes.
- March 2026: The TC will be asked to review and adopt the Final FY 2026-27 Annual Budget Allocation Plan.



US 550 - Silverton to Ouray



**COLORADO**

Department of Transportation

**Questions?**



## Colorado Transportation Commission Memorandum

**To:** Colorado Transportation Commission  
**From:** Jeff Sudmeier, Chief Financial Officer  
**Date:** January 2, 2025

**Subject:** Refunding Certificates of Participation, Series 2026

### Purpose

Inform Colorado Department of Transportation (“CDOT”, or the “Department”) Transportation Commission (“TC”) on the prospective Refunding Certificates of Participation, Series 2026 (“Series 2026 COPs”) issuance ahead of an approval request at the February TC meeting

### Action

No approval action is being requested this month.

### Background

The Series 2016 (\$70.0MM) and 2017 (\$58.7MM) COPs were issued to modernize CDOT’s infrastructure, specifically financing the Main Headquarters in Denver, the Region 4 headquarters in Greeley, and the Region 2 facilities in Pueblo. Unlike traditional bonds, COPs are structured as lease-purchase agreements under C.R.S. 43-1-212. This structure is critical for CDOT as it avoids “multi-year fiscal obligations” restricted by the TABOR Amendment, thereby exempting the issuance from a public vote.

### Details

The existing COPs become currently callable in June 2026. CDOT is positioned to execute a current refunding as early as March 17, 2025 (90 days prior to the call date).

### Market Context:

- **Interest Rate Opportunity:** Achieving a **~9.0% NPV savings rate** significantly outperforms the GFOA’s standard efficiency threshold of **3.0%-5.0%**.
- **Coupons:** The outstanding COPs currently carry coupons between **3.0% and 5.0%**
- **Credit Strength:** The COPs maintain high investment-grade ratings of **Aa2 (Moody's)** and **AA- (S&P)**.

### Financing Document Hierarchy:

The transaction is governed by four primary categories of legal instruments:

1. **Authorization:** The **Parameters Resolution** sets the "strike zone" (max interest rate/min savings). The **Trust Indenture** establishes the contract with the Trustee (Zions Bank).
2. **Lease Structure:** The **Site Lease** and **Lease-Purchase Agreement** create the legal collateral by leasing the Headquarters property to the Trustee and back to CDOT.
3. **Disclosure:** The **Preliminary Official Statement (POS)** serves as the primary marketing document for SEC compliance.
4. **Refunding Mechanism:** The **Escrow Agreement** directs new proceeds into U.S. Treasuries to legally retire ("defease") the old 2016/2017 debt.

## Next Steps

1. February TC Meeting: Present the Parameters Resolution for formal Board action.
2. March 17, 2025: Earliest date to execute the tax-exempt current refunding.
3. Execution Strategy: The financing team will monitor the MMD AAA yield curve to time the sale. If the 5.0% NPV savings target cannot be met due to market volatility, the team is legally barred from moving forward without returning to the Commission.



# Refunding Certificates of Participation, Series 2026 Financing Workshop



# Legal and Statutory Framework – COPs vs. Traditional Bonds

In Colorado, Certificates of Participation (COPs) function as a critical tool for capital investment because they do not constitute "multi-year fiscal obligations" under the TABOR Amendment, thus avoiding the requirement for a public vote.

Feature	Traditional Bonds	Certificates of Participation (COPs)
Legal Structure	Direct debt obligation of the issuer.	Lease-purchase agreement authorized under C.R.S. 43-1-212.
Statutory Basis	General state bonding authority.	C.R.S. 43-1-212 (Authorization) and C.R.S. 43-1-215 (Enforceability).
Ownership Rights	Bondholders hold a debt claim.	Trustee holds title/interest; assigns proportionate interest to investors.
Repayment Source	Often pledged taxes or revenue streams.	<b>Subject to annual appropriation</b> by the Commission from any legally available funds.
TABOR Impact	Requires voter approval for multi-year debt.	Exempt from voter approval due to annual renewal provisions.
Risk Factors	Default on contractual debt.	<b>Non-appropriation risk</b> (CDOT/TC may choose not to renew the lease).

**Key Statutory Insight:** Under C.R.S. 43-1-212, CDOT is specifically authorized to enter into rental or leasehold agreements to acquire title to headquarters and regional buildings, provided that payments do not create a debt of the state.



# Refunding Opportunity for CDOT

## Original Use of Proceeds:

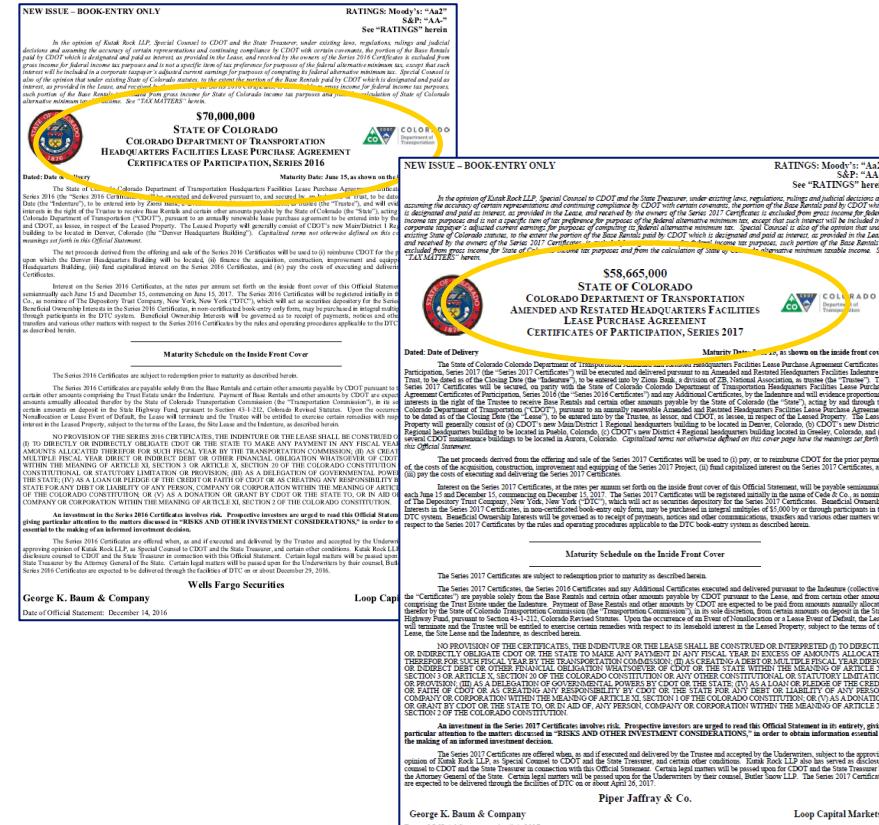
- Series 2016 (\$70.0MM): Financed the CDOT Maintenance/Main Headquarters building in Denver and the Region 4 headquarters in Greeley
- Series 2017 (\$58.7MM): Funded the CDOT Region 2 regional headquarters building in Pueblo and associated regional facilities

## Key Redemption Provisions:

- Both series become currently callable in June 2026
- CDOT has the ability to execute a tax-exempt current refunding as early as March 17, 2025 (90 days prior to the call date)

## Financial Metrics & Performance:

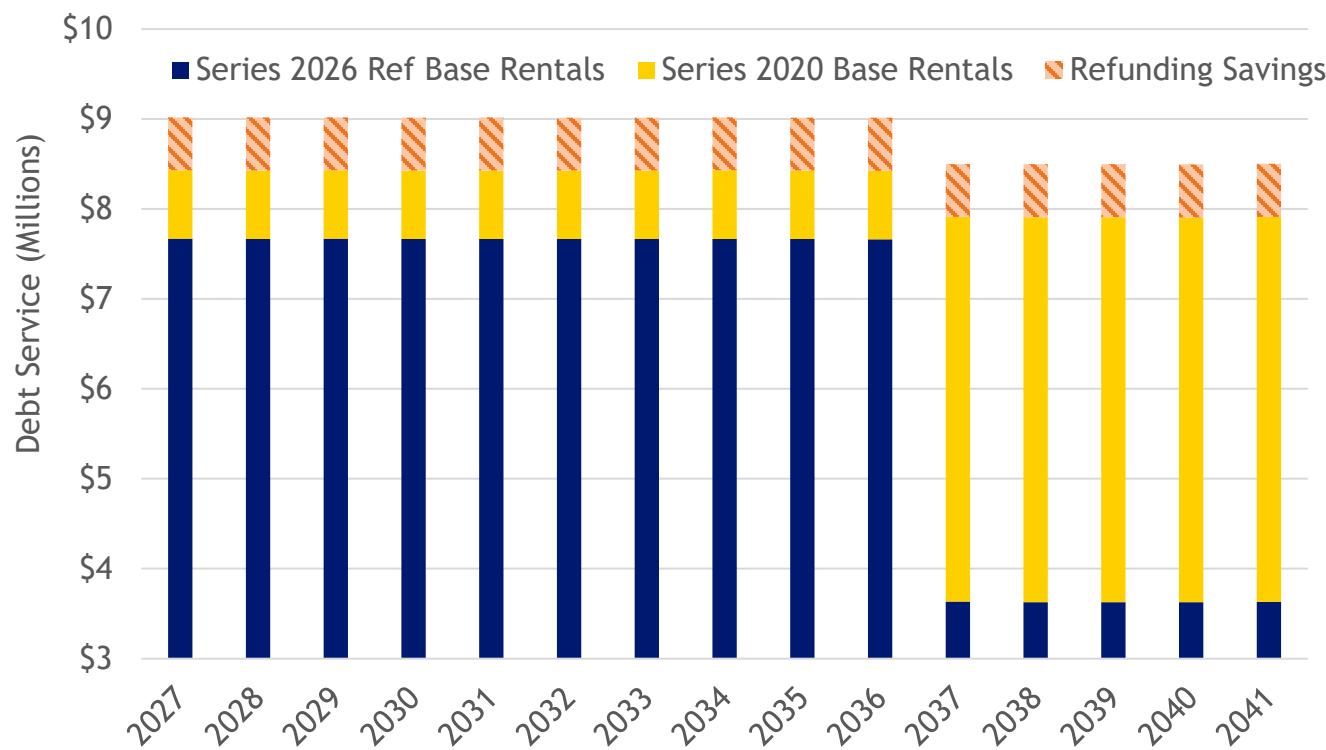
- Annual Lease Payments: CDOT maintains an annual obligation of approximately \$10.1MM through 2037
- Ratings: The outstanding COPs maintain investment-grade ratings of Aa2 (Moody's) / AA- (S&P)





# Refunding Opportunity (Continued)

- The proposed refunding of the Series 2016 and 2017 COPs is estimated to generate \$6.85MM in Net Present Value (NPV) savings, representing a 9.02% savings rate on the refunded par.

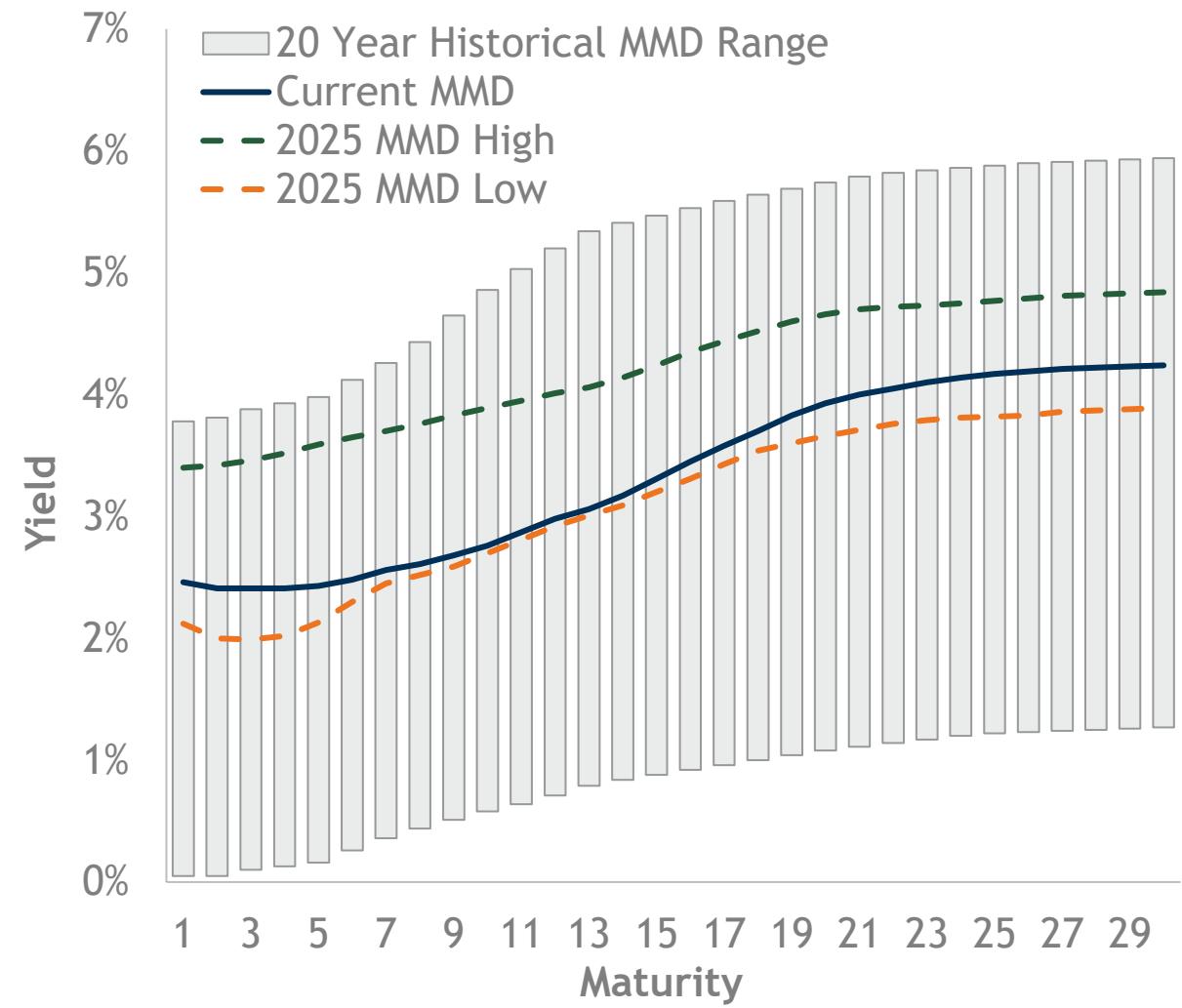


Refunding Statistics	
Par Amount	\$68,060,000
Par of Refunded Certificates	\$76,000,000
Average Annual Cash Flow Savings	\$587,687
Cash Flow Savings	\$8,817,555
Net PV Savings	\$6,852,614
PV Savings as % of Refunded	9.017%



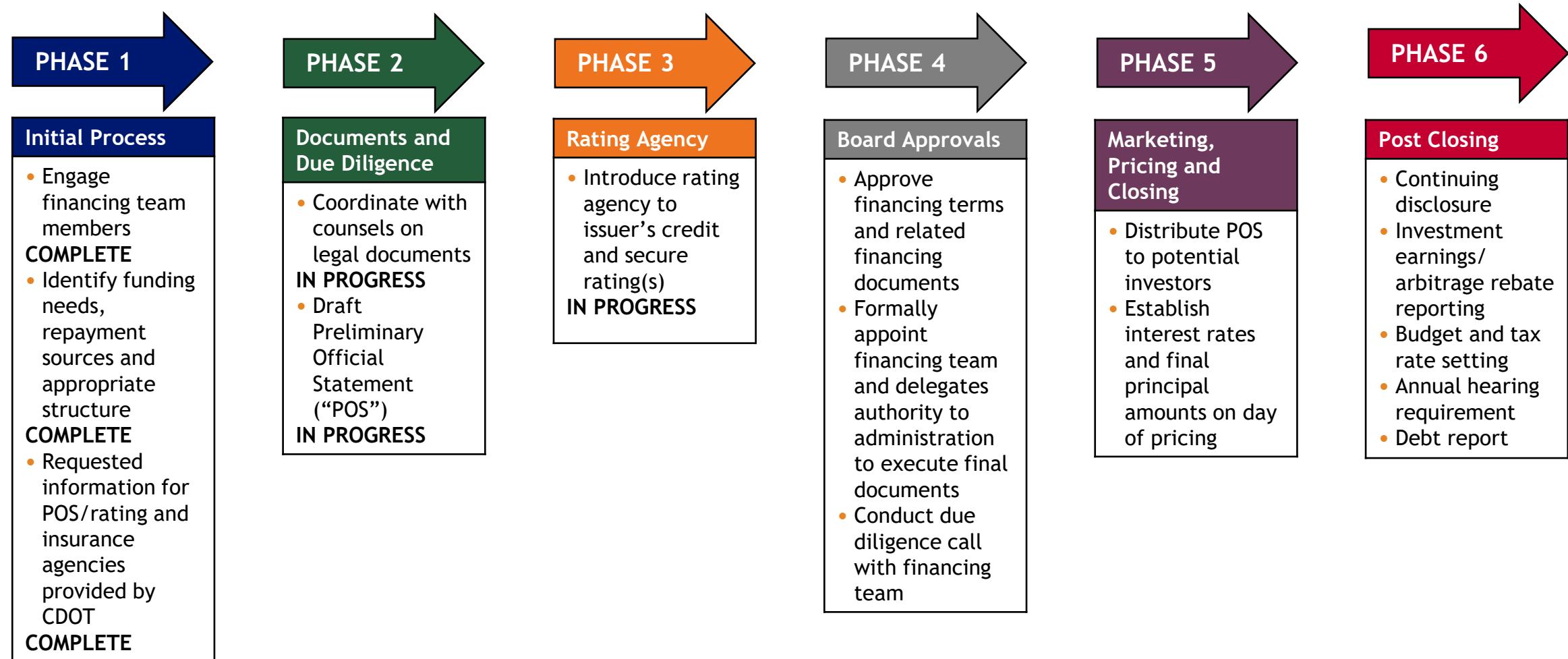
# Market Context & Interest Rate Reduction:

- Original Terms:** The outstanding Series 2016 and 2017 COPs carry original coupons ranging from 3.00% to 5.00%.
- Current Conditions:** The **MMD AAA yield curve** yields currently sit at the midrange of the **20-year average**, providing a favorable window to lock in lower total interest costs despite a high-supply environment.
- Financial Impact:** Achieving an NPV savings rate above 9.0% is significantly higher than the standard 3.0%-5.0% threshold typically suggested by the GFOA, signaling a high-efficiency transaction.





# Steps of Issuing Refunding COPs





# Key Financing Documents and Their Strategic Purpose

The execution of a COP refunding requires a coordinated set of legal instruments that define the "guardrails" for the transaction, the security for investors, and the mechanism for retiring the high-interest Series 2016 and 2017 debt.

## 1. Authorization & Governance Documents

These documents represent the Board's formal action to authorize the transaction and delegate execution authority.

Document	Primary Purpose	Key Content for the Board
Parameters Resolution	Authorization. Grants staff authority to execute the sale within defined limits.	Sets maximum par amount, max interest rate, and required minimum savings thresholds.
Trust Indenture	Contractual Framework. A contract between CDOT and the Trustee (e.g., Zions Bank).	Outlines how funds are handled, how lease payments are paid, and the Trustee's duties to investors.



# Key Financing Documents and Their Strategic Purpose (Continued)

The execution of a COP refunding requires a coordinated set of legal instruments that define the "guardrails" for the transaction, the security for investors, and the mechanism for retiring the high-interest Series 2016 and 2017 debt.

## 2. Lease & Security Structure

Because COPs are structured as lease-purchase agreements rather than traditional debt, these documents create the legal "collateral" for the financing.

- Site Lease: CDOT leases the physical property (e.g., the Headquarters building) to the Trustee. This allows the Trustee to have a legal interest in the property to secure the certificates.
- Lease-Purchase Agreement: The "core" document where the Trustee leases the property back to CDOT in exchange for Base Rental Payments. These payments are subject to annual appropriation by the Commission and are exactly equal to the lease payments on the COPs.



# Key Financing Documents and Their Strategic Purpose (Continued)

The execution of a COP refunding requires a coordinated set of legal instruments that define the "guardrails" for the transaction, the security for investors, and the mechanism for retiring the high-interest Series 2016 and 2017 debt.

## 3. Disclosure & Marketing Documents

These documents are required to ensure investors have all "material" information before purchasing the certificates.

- Preliminary Official Statement (POS): The "prospectus" used to market the COPs to investors. It includes CDOT's financial history, the project description, and risk factors.
- Final Official Statement (OS): An updated version of the POS produced after pricing, which includes the final interest rates and maturity schedule.
- Continuing Disclosure Undertaking: A post-closing commitment where CDOT agrees to provide annual financial updates and notice of "material events" (like credit rating changes) to the market.



# Key Financing Documents and Their Strategic Purpose (Continued)

The execution of a COP refunding requires a coordinated set of legal instruments that define the "guardrails" for the transaction, the security for investors, and the mechanism for retiring the high-interest Series 2016 and 2017 debt.

## 4. Refunding Specifics: The Escrow Agreement

**The Escrow Agreement is the engine of the refunding. Its sole purpose is to handle the proceeds from the new Series 2026 COPs.**

- Function: Proceeds are placed in a restricted escrow account and invested in high-safety securities (usually U.S. Treasuries).
- Strategic Goal: These funds are "locked" until June 2026 to pay the principal and interest on the old Series 2016 and 2017 COPs, effectively "defeasing" or legally retiring that debt today.



## Transportation Commission Memorandum

**To:** Transportation Commission.

**From:** Darius Pakbaz, Director, Division of Transportation Development

Christopher Laplante, Air and Climate Section Manager

Libba Rollins, GHG Program Manager

Taylor Bartlett, GHG Program Specialist

**Date:** January 14, 2025

**Subject:** CDOT's FY 2027-2036 10-Year Plan Compliance with the GHG Transportation Planning Standard.

### Purpose

CDOT's FY 2027-2036 10-Year Plan must demonstrate compliance with the GHG reduction levels in 2 CCR 601-22, the GHG Transportation Planning Standard ("the Standard"). This memo provides an overview of the compliance strategies outlined for CDOT to meet the required GHG emissions reduction levels.

### Action

Anticipated acceptance by resolution of CDOT's GHG Transportation Report at the February 2026 Transportation Commission meeting.

### Background

Per 2 CCR 601-22, CDOT's updated 10-Year Plan must comply with the Standard's GHG emission reduction levels in Table 1 for the 2030, 2040, and 2050 analysis years. CDOT is no longer required to conduct an emissions analysis for the 2025 compliance year per Section 8.02.1 of the Standard since that year is now in the past.

The Standard requires that CDOT prepare and submit a GHG Transportation Report (attached) to the Transportation Commission, presenting the analysis and strategies deployed to meet the GHG reduction levels. This is CDOT's second GHG Transportation Report, the first report was submitted and accepted by the Transportation Commission in September 2022 for CDOT's 10 Year Plan at that time.

### Details

CDOT's analysis demonstrates the updated 10-Year Plan, along with GHG mitigation measures, will fully attain the GHG reduction levels for all relevant compliance periods: 2030, 2040, and 2050. CDOT is able to meet the required GHG reduction levels in 2030 and 2050 through modeling, while CDOT additionally relies on GHG Mitigation Measures to achieve the 2040 reduction levels. The mitigation measures are described in detail in the GHG Mitigation Action Plan within Appendix A of CDOT's

GHG Transportation Report and summarized in Table 8 of the main body of the GHG Transportation Report.

## **Next Steps**

At the February 2026 TC meeting, the TC will vote on acceptance by resolution of the GHG Transportation Report.

By April 1, CDOT must provide the TC an annual status report for each GHG Mitigation Measure identified in CDOT's GHG Mitigation Action Plan.

## **Attachments**

B - CDOT 2026 GHG Transportation Report Presentation

C - CDOT 2026 GHG Transportation Report

D - APCD Letter of Verification

CENTERRA LOVELAND STATION



# CDOT GHG Transportation Report

Updated 2027-2036 10-Year Plan

January 2026





- Planning Standard Background
- CDOT's Updated 10-Year Plan
- GHG Modeling of the 10-Year Plan
- GHG Mitigation Action Plan
- Compliance Results
- Next Steps

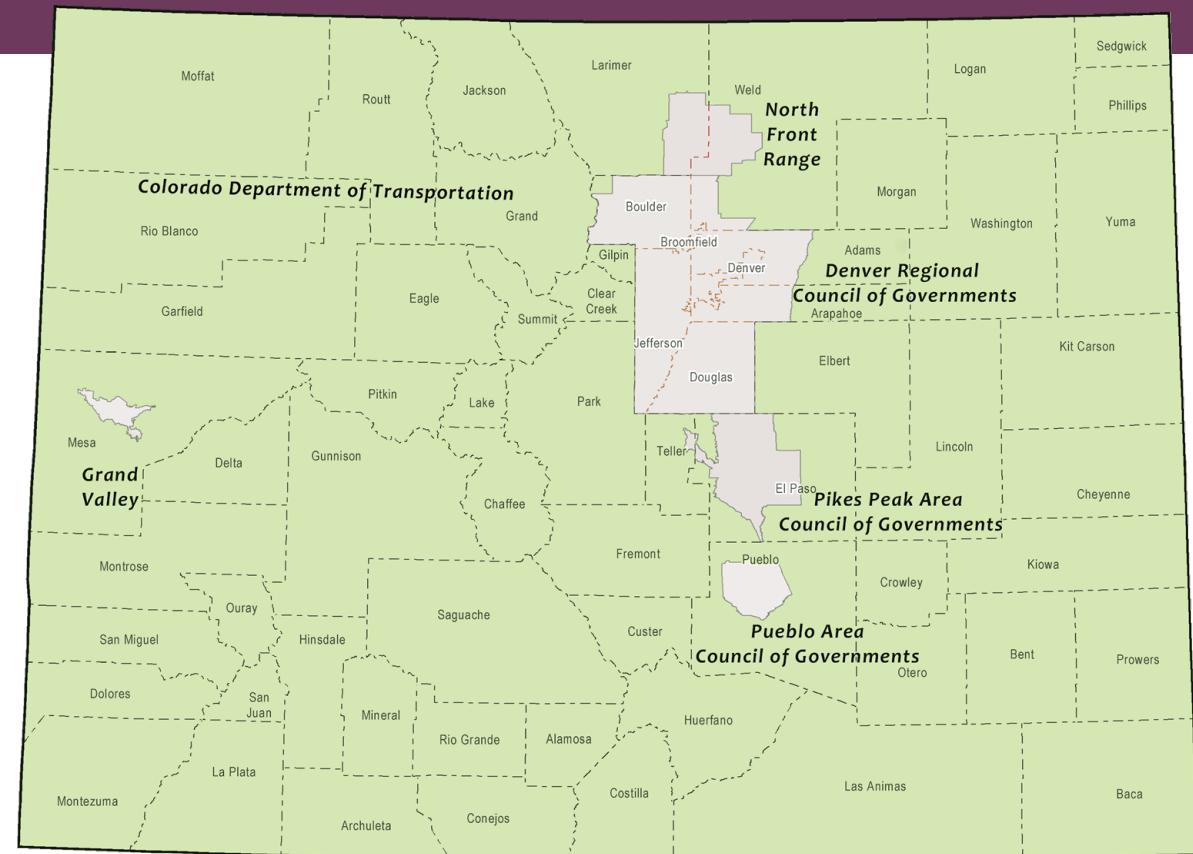


# Planning Standard Background Overview and CDOT's Role

## Overview of the Planning Standard

### CDOT's Role in the GHG Planning Standard

- Achieve GHG Reduction Levels in Non MPO Areas** - As required under 2 CCR 601-22, the Department's 10-Year Plan should meet the reduction levels as required in Table 1 of Section 8 of the rule. CDOT is responsible for demonstrating compliance in non-MPO areas of the state.
- Reductions based on the Baseline** - Demonstration of compliance is based on modeling the updated plan future highway network compared to the baseline plan future highway network.
- Part of the Larger Roadmap** - The standard is one of the many strategies that is outlined in the administration's GHG Pollution Reduction Roadmap 1.0.





# Planning Standard Background

## Required Reduction Levels

GHG Planning Standard Sets GHG Reduction Levels for CDOT (non-MPO Areas) and each MPO through its Regional Transportation Plans and the 10-Year Plan

### What are the Required Reduction Levels?

- **Table 1 of the Planning Standard** - Table 1 under Section 8 of 2 CCR 601-22 lays out the required GHG reduction levels for each of the MPOs and CDOT in the non-MPO areas as part of their transportation plans.
- **Achieving Reduction Levels** - Compliance may be achieved through a combination of modeling the project mix included in the 10-Year plan and GHG Mitigation measures as guided by Policy Directive (PD) 1610 - “GHG Mitigation Measures”.
- **Past Results** - CDOT previously demonstrated compliance with the GHG Planning Standard through an initial update to the baseline 10-Year plan which TC accepted in September 2022.

Table 1

Regional Areas	2030 Reduction Level (MMT)	2040 Reduction Level (MMT)	2050 Reduction Level (MMT)
DRCOG	0.82	0.63	0.37
NFRMPO	0.12	0.11	0.07
PPACG	0.15	0.12	0.07
PACOG	0.03	0.02	0.01
GVMPO	0.02	0.02	0.01
CDOT/Non-MPO	0.36	0.30	0.17
Total Reduction Levels	1.50	1.20	0.70



# CDOT's 10-Year Plan

## Overview of Projects in Non-MPO Areas

CDOT's Next 10-Year Plan includes a mix of strategic projects that focus on sustainably increasing transportation choice in addition to safety and fixing our roads

### Of the 164 projects in non-MPO areas of the state:

- 68 projects will have elements to improve active transportation and/or transit, aligning with Sustainably Increase Transportation Choice goal.

### Project Highlights:

- Mountain Rail - Will connect the mountain towns and regions with urban centers and recreational locations.
- Regional Bustang - \$60 million to support bus fleet replacement which supports maintaining service and 16 projects which invest in Outrider stops, mobility hubs, maintenance facilities.
- Local Transit - 25 projects in non-MPO areas which support development of transit centers, transfer stations, fleet expansions, stop improvements or support new or expanded local agency service.
- Active Transportation - 28 projects will include active transportation elements including adding, repaving and improving sidewalks and intersections along with other multimodal improvements.





# CDOT's 10-Year Plan Baseline vs. Compliance Plan

**What adjustments in the modeling are reflected in the updated 2027-2036 10-Year Plan vs. the 2019 Baseline Plan?**

**CDOT adjusted several model parameters and updated the modeled infrastructure to reflect expected outcomes of the updated 10-Year plan:**

- Mountain Rail and Front Range Passenger Rail service was coded into the transportation network.
- Local transit service expansions and route infrastructure support was added.
- Adjustments made to bicycle speeds and pedestrian preferences to reflect CDOT continued investment in active transportation infrastructure, increased acceptance of these alternate modes and increased adoption of e-bikes.
- The percentage of workers tele-working was increased from the 6% pre-COVID value in the baseline plan to 20% in the updated 10-Year plan.
- Rural participation in telehealth and tele-university was increased given the significant investment in broadband expansion in rural areas.

**\* Model adjustments for bike/Ped, telework and telehealth and tele-university between the baseline and updated 10-year plan remain identical to the assumptions made in CDOT's 2022 compliance demonstration.**



# Evaluation of the 10-Year Plan

## GHG Emissions Modeling Evaluation

As required in the GHG Transportation Report, CDOT has laid out its modeling methodology for predicting future usage of the highway network and modeling emissions from that prediction.

### CDOT's Modeling Methodology Key Elements:

- CDOT used its statewide travel demand model, StateFocus, and EPA Motor Vehicle Emissions Simulator (MOVES) to model GHG emissions which will result from the projects included in the baseline and updated 2027-2036 10-Year Plan.
- Several new updated modeling elements were used based on updated guidance from the Statewide Modeling Coordination Group (SMCG) and the State Interagency Consultation Team (IACT). *These applied to the baseline and updated 10-Year plan modeling.*
  - Vehicle emissions rate
  - Vehicle mix
  - Vehicle classes
  - Department of Local Affairs (DOLA) Population, Households and Employment Forecast





# Evaluation of the 10-Year Plan

## What's Different?

**What is different between the 2022 10-Year plan compliance demonstration and the updated 2027-2036 10-Year Plan compliance demonstration?**

- CDOT's 2022 compliance demonstration required a GHG Mitigation Action Plan (MAP) in 2030, 2040 and 2050. The updated 2027-2026 10-Year Plan compliance demonstration requires a GHG MAP only in 2040.
- DOLA's new growth forecasts are significantly less than those used in the 2022 demonstration.
  - Less growth means less VMT, which means the 1.5 MMT target is a bigger percentage of overall VMT (and so harder to hit).
- Changes in on-road vehicle mix and some of the emissions rates in MOVES (g/VMT) resulted in somewhat more emissions per VMT.
  - “Dirtier” VMT means each VMT reduced in the action scenario reduces more GHG (making the GHG target somewhat easier to hit).
- The combined effect of these two has made it somewhat easier to hit our GHG targets than in our 2022 compliance effort.



# Evaluation of the 10-Year Plan

## Modeling Result Summary

CDOT remodeled both the baseline and updated 2027-2036 10-Year Plan including the new project mix and with updated methodologies and DOLA forecasts.

### Summary of Results:

- CDOT models compliance with the Standard for the 2030 and 2050 horizon years.
- CDOT requires 46,000 metric tons of GHG mitigations to achieve compliance in 2040
- Notably, there were no new Regionally Significant projects added to the updated 10-Year Plan in the non-MPO areas.

CDOT Needs GHG Mitigations 

GHG Horizon Year	2030	2040	2050
Baseline Plan GHG Emissions (MMT)	4.886	3.315	2.558
Updated 10-Year Plan GHG Emissions (MMT)	4.495	3.061	2.371
Modeled GHG Emissions Reductions (MMT)	0.391	0.254	0.188
CDOT/Non-MPO GHG Reductions Required (MMT)	0.360	0.300	0.170
GHG Mitigation Measures Needed (MMT)	None	0.046	None



# GHG Mitigation Measures

## Strategies for Meeting Reduction Levels

### CDOT Mitigation Action Plan Overview

CDOT has established a GHG Mitigation Action Plan to achieve compliance in 2040.

- Mitigation actions generally are those types of projects that cannot be accurately or easily captured and quantified by the travel demand model.
- CDOT will employ GHG mitigations in four main strategy areas:
  - Land Use
  - Transit
  - Medium/Heavy Duty Electrification
  - Traffic Operations
- Details of the specific mitigation measure goals and calculations are contained in Appendix A of the GHG Transportation Report.

Greenhouse Gas Reductions from Mitigation Measures

Mitigation Measure	2030 (MT/year)	2040 (MT/year)	2050 (MT/Year)
Land Use	0	18,850	8,950
Transit	22,476	12,288	13,219
MD/HD Bus Electrification	5,950	8,360	6,438
Traffic Operations	9,800	8,434	4,623
<b>Grand Total</b>	<b>38,227</b>	<b>47,932</b>	<b>31,440</b>



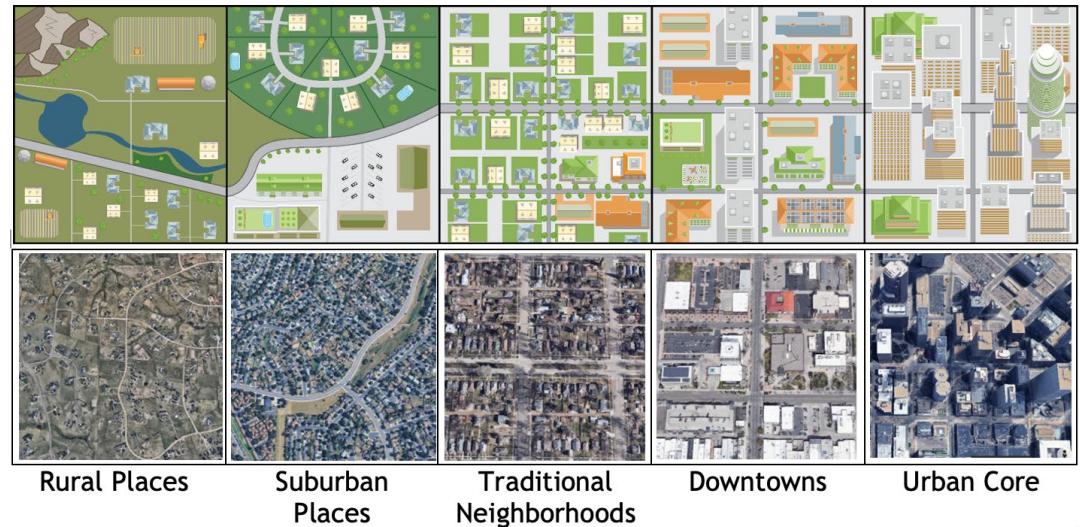
# GHG Mitigation Measures

## Land Use Strategies

Land Use Changes within GHG Mitigations Action Plan will reduce emissions another 18,850 MT by 2040 and 8,950 MT by 2050.

### Land Use Strategies within the Mitigation Action Plan:

- Land Use Project Types
  - Support increases in residential density.
  - Support increases in moderate intensity mixed-use Transit Oriented Development (TOD).
- Mitigation goals currently based on number of acres rezoned since baseline plan in non-MPO areas before 2040.
- Supported by recent statewide legislation including HB24-1313.
- CDOT's role is to fine tune investments that will support land use change locally in non-MPO areas (i.e. mobility hubs, transit infrastructure, etc.)



Transit Mitigations within GHG Mitigations Action Plan will reduce emissions another 22,476 MT by 2030, 12,288 MT by 2040 and 13,219 MT by 2050.

### Transit Strategies within the Mitigation Action Plan:

- Transit Project Types:
  - Support Expansion and Maintenance of Regional Bustang and Outrider Services.
  - Support post-COVID pandemic Rural Transit Service Recovery.
  - Support transit expansion in through Clean Transit Enterprise SB24-230 Formula Grant Program.
- Mitigations established for these strategies are based on achieving specific vehicle revenue mile goals.



Strategies for MD/HD Electrification and Traffic Operations within GHG Mitigations Action Plan will reduce emissions another 15,750 MT by 2030, 16,794 MT by 2040, and 11,061 MT by 2050.

### Strategies for these two categories within the Mitigation Action Plan:

- **MD/HD Electrification Strategies**
  - Commits to supporting the replacement of diesel transit buses with battery-electric buses.
  - Funding, in part, provided by Clean Transit Enterprise (CTE) grant programs.
  - Mitigations established are based on the number of electric buses placed into service in non-MPO areas.
- **Traffic Operations Strategies**
  - Roundabout construction.
  - Traffic signal retiming.
  - Mitigation goals measured through the number of roundabouts built and the average annual daily traffic associated with traffic signals retimed.





# GHG Planning Standard Compliance Results

CDOT achieves compliance with the Planning Standard through a combination of the updated 2027-2036 10-Year Plan project mix and GHG Mitigation Measures.

- The updated 2027-2036 10-Year Plan will sustainably increase transportation choice through targeted investments in transit and active transportation projects.
- CDOT is committed to supporting GHG reductions through mitigation measures to achieve compliance and in some cases go above and beyond what is required by the Standard to provide assurance necessary GHG reductions are achieved.

Compliance Year	2030	2040	2050
GHG Reductions Achieved through Modeling (MMT)	0.391	0.254	0.188
Required GHG Reductions Achieved through Mitigations (MMT)	-	0.046	-
Voluntary GHG Reductions Achieved through Mitigations (MMT)	0.038	0.002	0.031
<b>Total GHG Reductions Achieved (MMT)</b>	<b>0.429</b>	<b>0.302</b>	<b>0.219</b>
Table 1 Required GHG Reduction Amount (MMT)	0.360	0.300	0.170
<b>Compliance Achieved?</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>



# Next Steps

Per the Planning Standard CDOT must complete several more steps before the Transportation Commission decision on whether to adopt the updated 2027-2036 10-Year Plan.

## Next Steps:

- At least 30 days prior to the adoption of the updated 2027-2036 10-Year Plan CDOT must provide to the TC the GHG Transportation Report including the GHG Mitigation Action Plan.
  - The Draft GHG Transportation Report is provided as part of your packet for today's workshop.
- CDOT shall provide to the Air Pollution Control Division (APCD) the technical data contained in the draft GHG Transportation Report for review and verification.
- CDOT will seek the TC's acceptance of the GHG Transportation Report by resolution.
- CDOT will continue to provide annual MAP updates to the TC.





Department of Transportation

## Questions?

- For questions please contact:
  - Email: [christopher.laplante@state.co.us](mailto:christopher.laplante@state.co.us) or [elizabeth.rollins@state.co.us](mailto:elizabeth.rollins@state.co.us) or [taylor.bartlett@state.co.us](mailto:taylor.bartlett@state.co.us)



**COLORADO**  
Department of Transportation

**DRAFT**

## Greenhouse Gas (GHG) Transportation Report

For the Colorado Department of Transportation

Submitted to the State Transportation Commission  
Pursuant to Code of Colorado Regulations 2 CCR 601-22  
January 2026

in support of the  
CDOT FY2027-FY2036  
10-Year Plan

by the  
Colorado Department of Transportation  
Division of Transportation Development  
2829 W Howard Place, Denver, CO 80204

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# Acronyms and Abbreviations

## Greenhouse Gases (GHGs)

CO <sub>2</sub>	carbon dioxide
CH <sub>4</sub>	methane
N <sub>2</sub> O	nitrous oxide

## Other Abbreviations

AADT	Annual Average Daily Traffic
AASHTO	American Association of State Highway & Transportation Officials
ABM	Activity-based model
ACTS	AASHTO Census Transportation Solutions
ADA	Americans with Disabilities Act
ADU	Accessory Dwelling Unit
APCD	Air Pollution Control Division
AT	Active Transportation
ATP	Active Transportation Plan
ATR	Automated Traffic Recorder
AVFT	Alternative Vehicles Fuels and Technologies
BEV	Battery-Electric Vehicle
BMP	Beneficiary Mitigation Plan
BRT	Bus Rapid Transit
CAFE	Corporate Average Fuel Economy Standards
CB	Crested Butte
CCR	Code of Colorado Regulations
CDLE	Colorado Department of Labor and Employment
CDOT	Colorado Department of Transportation
CEO	Colorado Energy Office
CFI	Charging and Fueling Infrastructure
CNG	Compressed Natural Gas
CO <sub>2</sub> e	CO <sub>2</sub> Equivalent
CO	Carbon monoxide
CO XX	Colorado State Highway (where XX is the highway number)
COA	Comprehensive Operational Analysis
COG	Council of Governments
COVID-19	Coronavirus Disease 2019
CR	County Road
CRS	Colorado Revised Statutes
CSU	Colorado State University
CTE	Clean Transit Enterprise

CTIO	Colorado Transportation Investment Office
CTPP	Census Transportation Planning Package
DAF	Division of Accounting and Financing
DEN	Denver International Airport
DI	Disproportionately Impacted
DOLA	Colorado Department of Local Affairs
DRCOG	Denver Regional Council of Governments
DRO	Durango-La Plata County Airport
DTR	Division of Transit and Rail
DUS	Denver Union Station
E85	Gasoline mixture with 85 percent ethanol
EPA	Environmental Protection Agency
EV	Electric Vehicle
FASTER	Funding Advancements Surface Transportation Economic Recovery Act
FREX	Front Range Express
FHWA	Federal Highway Administration
FRPR	Front Range Passenger Rail
FSM	FASTER Safety Mitigation
FTA	Federal Transit Administration
FY	Fiscal Year
GHG	Greenhouse Gas
GIS	Geographic information system
GJT	Grand Junction Regional Airport
GUI	Graphical user interface
GVMPO	Grand Valley Metropolitan Planning Organization
HB	House Bill
HD	Heavy Duty (vehicle)
HPMS	Highway Performance Monitoring System
HSIP	Highway Safety Improvement Program
I-XX	Interstate Highway (where XX is the route number)
IACT	Interagency Consultation Team
IIJA	Infrastructure, Investment and Jobs Act
I/M	Inspection and Maintenance
MAP	Mitigation Action Plan
MD	Medium Duty (vehicle)
MMOF	Multimodal Transportation and Mitigation Options Fund
MMT	Million Metric Tons
MOD	Montrose, Olathe, Delta
MOVES	Motor Vehicle Emission Simulator (EPA)
MP	Mile Point

MPH	Miles per hour
MPO	Metropolitan Planning Organization
MS	Microsoft
MT	Metric Tons
MTJ	Montrose Regional Airport
NAAPME	Nonattainment Area Air Pollution Mitigation Enterprise
NECALG	Northeast Colorado Association of Local Governments
NEI	National Emissions Inventory
NFRMPO	North Front Range Metropolitan Planning Organization
NOx	Nitrous Oxide
OMEGA	Optimization Model for reducing Emissions of Greenhouse gases from Automobiles
OTIS	CDOT's <a href="#">Online Transportation Information System</a>
PACOG	Pueblo Area Council of Governments
P&R	Park and Ride (or PnR for RTD lots)
PD	Policy Directive
PHEV	Plug-in/Hybrid Electric Vehicle
PM	Particulate Matter
PMT	Person (or Passenger) Miles Traveled
PPACG	Pikes Peak Area Council of Governments
QCEW	Quarterly Census of Employment and Wages
RFTA	Roaring Fork Transportation Authority
RIRO	Right-in-right-out (limited-movement side street access)
RMS	Revitalizing Main Streets
RRT	Road Runner Transit
RT/d	Round trips per day
RTA	Regional Transportation Authority
RTD	Regional Transportation District
RTP	Regional Transportation Plan
SACSIM	Sacramento Activity-Based Travel Simulation Model
SB	Senate Bill
SIP	State Implementation Plan
SMART	San Miguel Authority for Regional Transportation
SMCG	Statewide Model Coordination Group
SO <sub>2</sub>	Sulfur Dioxide
SoCoCAA	Southern Colorado Community Action Agency
SST	Steamboat Springs Transit
STIP	State Transportation Improvement Program
SU	Single unit
SUV	Sport Utility Vehicle

SWP	Statewide Transportation Plan
TAP	Transportation Alternatives Program
TC	Transportation Commission
TCS	Transit Connections Study
TOD	Transit-Oriented Development
TPR	Transportation Planning Regions
US XX	United States Highway (where XX is the highway number)
VHD	Vehicle hours of delay
VHT	Vehicle Hours Traveled
VMT	Vehicle Miles Traveled
VOC	Volatile Organic Compound(s)
VRH	Vehicle Revenue Hours
VRM	Vehicle Revenue Miles
VRU	Vulnerable Road Users
ZEV	Zero Emissions Vehicle

# Executive Summary

This GHG Transportation Report developed by the Colorado Department of Transportation (CDOT) presents the planning strategies employed by staff and agency partners to develop the updated fiscal year (FY) 2027-2036 CDOT 10-Year Plan. CDOT's updated 10-Year Plan and associated GHG Mitigation Action Plan (MAP) comply with the Colorado GHG Pollution Reduction Planning Standard (the Standard), contained in Code of Colorado Regulations (CCR), 2 CCR 601-22, Section 8<sup>1</sup>. The Standard requires CDOT and the state's five metropolitan planning organizations (MPOs) to determine total GHG emissions expected from planned future transportation projects and reduce GHG emissions by set amounts from their baseline plan. Specifically, the Standard applies when CDOT adopts an updated 10-Year Plan<sup>2</sup>, and more specifically to:

- Regionally Significant<sup>3</sup> projects included in the plan; and
- Projects located outside the boundaries of the state's five MPO areas.

This GHG Transportation Report details CDOT's approach to comply with the GHG reduction levels established in the Standard. CDOT employed a combination of modeling proposed future infrastructure projects and GHG mitigation measures, as allowed by 2 CCR 601-22, Section 8.02.4, to demonstrate compliance with GHG reduction requirements. [Table 1](#) below summarizes results of these strategies across each compliance year. Of particular note, CDOT is no longer required to conduct an emissions analysis for the 2025 compliance year per Section 8.02.1 of the Standard since that year is now in the past.

CDOT did not add any new regionally significant projects in non-MPO areas as part of this updated plan. Based on updated modeling CDOT is able to meet the required GHG emission reduction level in compliance years 2030 and 2050 through modeling alone. For compliance year 2040 CDOT additionally relies on a GHG MAP to achieve compliance. CDOT will employ a variety of GHG Mitigation Measures established in [Policy Directive \(PD\) 1610 “Greenhouse Gas Mitigation Measures”](#) including land use,

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<sup>1</sup> 8.02.6 “Demonstrating Compliance. At least thirty (30) days prior to adoption or amendment of any Applicable Planning Document except amendments to MPO TIPs, CDOT for Non- MPO areas, and the MPOs for their areas shall provide to the Commission a GHG Transportation Report containing the following information...”

<sup>2</sup> The CDOT 10-Year Plan is an Applicable Planning Document as defined in the Standard in Section 1.02.

<sup>3</sup> Regionally Significant projects are projects that result in a fundamental change to the way people travel (for example, new highway lanes). This distinction, consistent with legislative direction, creates an important differentiation between those projects that materially alter how the infrastructure will be used or its impact on a community, versus those changes that are strictly asset management. CDOT developed a [guidance memo](#) detailing the process for evaluating projects to determine whether they are Regionally Significant.

transit, traffic operations, and Medium/Heavy duty electrification strategies further detailed in [Appendix A](#). CDOT's GHG MAP goes above and beyond what is otherwise required by the Standard (i.e. Voluntary Mitigations) given that CDOT has already made progress on a number of these strategies and remains committed to reducing emissions. Additionally, this approach will also offer additional assurance that if progress on one measure is slow, other measures may fill the gap. Progress on the GHG MAP will be reported annually to the Transportation Commission (TC) as required by the Standard.

**Table 1. GHG Reduction Results and Compliance**

Compliance Year	2030 (MMT <sup>4</sup> )	2040 (MMT)	2050 (MMT)
GHG Reductions Achieved through Modeling <sup>5</sup>	0.391	0.254	0.188
Required GHG Reductions Achieved through Mitigations	-	0.046	-
Voluntary GHG Reductions Achieved through Mitigations	0.038	0.002	0.031
Total GHG Reductions Achieved	0.429	0.302	0.219
2 CCR 601-22 Table 1 Required GHG Reduction Amount	0.360	0.300	0.170
Compliance Achieved?	Yes	Yes	Yes

<sup>4</sup> MMT = Million Metric Tons

<sup>5</sup> These values represent the net reduction in MMT of GHG emissions between the Baseline 10-Year plan modeling ([Table 4](#)) and the updated 2027-2036 10-Year plan modeling ([Table 6](#)).

# Introduction

## Purpose

CDOT developed this Greenhouse Gas (GHG) Transportation Report to meet requirements of Colorado's GHG Transportation Planning Standard (2 CCR 601-22) (the Standard) as the Transportation Commission (TC) takes action to adopt an updated CDOT 10-Year Plan for fiscal years 2027 through 2036. The Standard requires CDOT and the state's five metropolitan planning organizations (MPOs) determine the total GHG emissions expected from the existing transportation network and future planned Regionally Significant transportation projects and reduce emissions by set amounts. This GHG Transportation Report details CDOT's compliance with the GHG reduction levels established in the Standard.

The planning and project selection outcomes, emissions modeling analysis, and GHG mitigation measures collectively demonstrate that CDOT will meet the required GHG reduction levels for all future compliance years through this updated plan. CDOT relies on a number of GHG Mitigation Measures established in the TC's Policy Directive (PD) 1610 "GHG Mitigation Measures" to demonstrate compliance including transit, traffic operations, Medium Duty (MD)/Heavy Duty (HD) electrification, and land use strategies.

This demonstration is based on modeling analysis conducted using CDOT's Travel Demand Model, and the Environmental Protection Agency's (EPA's) Motor Vehicle Emission Simulator (MOVES) air quality model. GHG emissions reduction strategies (i.e mitigation measures) that could not be effectively modeled were calculated off model using methodologies defined by PD 1610, documented in the Mitigation Action Plan (MAP) in Appendix A.

## Background

The TC's adoption of CDOT's updated 10-Year Plan for fiscal years 2027-2036 is an action which requires CDOT to demonstrate compliance with the GHG emissions reduction requirements of the Standard (2 CCR 601-22, Section 8.02.1), as the 10-Year Plan is an applicable planning document (2 CCR 601-22, Section 1.02). The Standard requires CDOT to model the existing transportation network and, at a minimum, all planned Regionally Significant projects contained in the updated 10-Year Plan to demonstrate compliance with the CDOT/Non-MPO GHG reduction levels contained in 2 CCR 601-22, Section 8.01.2, Table 1. For CDOT, emissions reduction requirements apply outside the boundaries of the state's five MPOs. The emissions reduction levels required by the Standard are summarized in [Table 2](#) below. The TC is adopting CDOT's

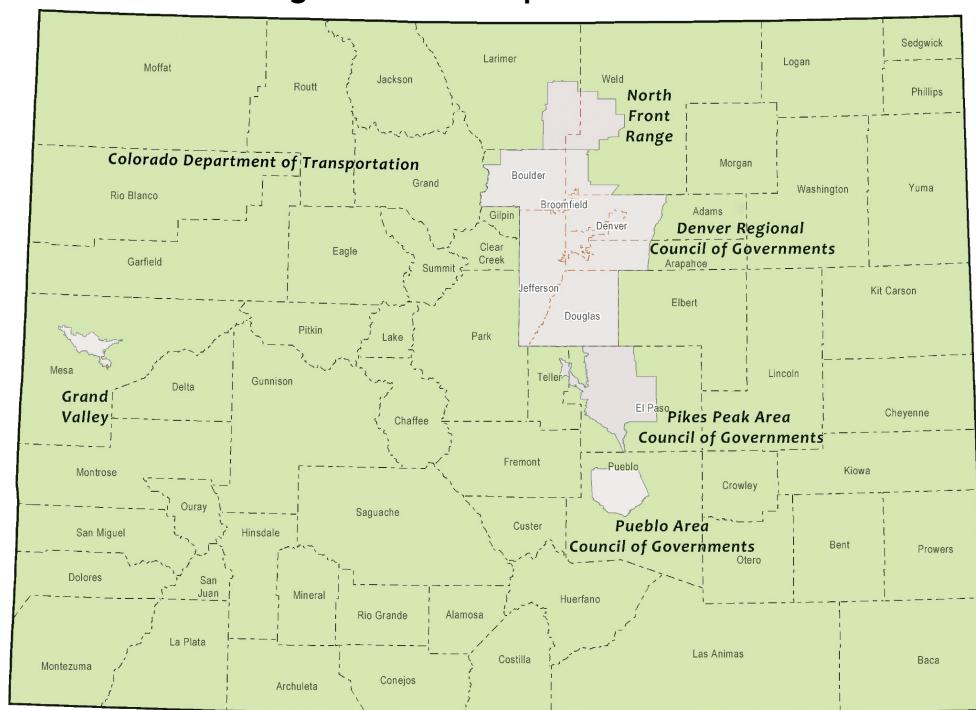
updated plan in 2026. As such, CDOT is no longer required to conduct an emissions analysis for the 2025 compliance year per Section 8.02.1 of the Standard since that year is now in the past. Notably, CDOT modeled compliance with the 2025 emission reduction level in the [2022 GHG Transportation Report](#) accepted by the TC.

Regional Area	2030 Reduction Level (MMT)	2040 Reduction Level (MMT)	2050 Reduction Level (MMT)
DRCOG	0.82	0.63	0.37
NFRMPO	0.12	0.11	0.07
PPACG	0.15	0.12	0.07
GVMPO	0.02	0.02	0.01
PACOG	0.03	0.02	0.01
CDOT/Non-MPO	0.36	0.30	0.17
Total	1.50	1.20	0.70

## Planning Compliance Area

CDOT's analysis requires modeling travel behavior and GHG emissions from existing infrastructure and planned Regionally Significant projects contained in the 10-Year Plan and located outside the boundaries of the state's five MPO areas. [Figure 1](#) below highlights CDOT's geographic compliance area in green, which does not include the MPO areas noted in gray.

## Figure 1. CDOT GHG Planning Standard Compliance Area



# CDOT's Plan Development

## Overview of the Planning Process

CDOT follows a performance-based, multimodal transportation planning process that is continuous, comprehensive and cooperative (3C), as required by federal and state laws. This process involves updating plans every four to five years, ensuring broad public involvement in key decisions about Colorado's transportation system. It includes setting long and short-term goals, identifying strategies, and prioritizing investments. The process results in key planning documents, such as the long-range Statewide Transportation Plan (SWP) and associated Regional Transportation Plans (RTPs), 10-Year Plan, and the Statewide Transportation Improvement Program (STIP).

The SWP is a visionary plan spanning over 20 years while the 10-Year Plan contains the strategic projects that guide the infrastructure investments and transportation improvements across the state. These two plans are designed to work in tandem but serve different purposes in terms of scope, timeline and detail. Once transportation projects are funded, they are programmed into the 4-Year STIP.

The SWP, 10-Year Plan, and STIP are discussed in more detail below:

- 2050 Statewide Transportation Plan: Visionary, Long-Term Framework

- Purpose: The 2050 Statewide Transportation Plan provides the long-term vision for transportation in Colorado, addressing how the system should evolve by 2050 in response to changing demographics, climate, technology, and economic trends.
- Key Features:
  - A policy and planning document rather than a specific project list.
  - Identifies broad goals, performance measures, and strategies for improving the transportation system over 20+ years.
  - Considers multimodal transportation, air quality impacts, and land use.
  - Informed by data analysis and public and significant stakeholder input
  - Incorporates themes from long-range regional transportation plans
  - Adheres to federal and state planning requirements.
  - Updated every four to five years.
- CDOT's 10-Year Plan: Focused, Action-Oriented Investment Strategy
  - Purpose: The 10-Year Plan is a short-to mid-term project list designed to guide strategic funding decisions. The initial 4-year prioritized plan in this updated 10-Year Plan is for fiscal years 2027 through 2030.
  - Key Features:
    - Developed collaboratively with significant public and local input.
    - Focuses on high-priority, “strategic” transportation projects supported by flexible state and federal funding.
    - Operates in conjunction with other CDOT funding programs to maximize the budget and achieve performance goals.
    - Includes Regionally Significant highway, transit, bike/pedestrian (ped), and safety projects.
    - Updated regularly; Quarterly reporting to show real-time funding, scope and project status updates
    - Complies with the Colorado GHG Transportation Planning Standard (2 CCR 601-22, Section 8).
- 4-Year STIP: Near-term listing of all funded projects
  - Purpose: The STIP is a near-term project list that represents all CDOT funding.
  - Key Features:
    - Very detailed: Based on short-term budgets approved by the TC, which serves as the primary source for comprehensive project funding data. This detailed information encompasses the strategic projects within the 10-Year Plan as well as those funded through

CDOT's other major program areas, such as the Asset Management Program, Surface Treatment Program, and Bridge Program.

- Adheres to federal planning requirements
- Updated annually to include a full four years of projects and be fiscally constrained based on current CDOT revenue projections.
- Developed via the “4P” process (Project Priority Programming Process) involving regions, Transportation Planning Regions (TPR), MPOs, counties, local agencies, and public input.

While CDOT's 10-Year Plan represents only a portion of CDOT's overall construction budget, it is designed to operate in conjunction with other CDOT funding programs to maximize the budget outcomes and achieve performance goals. Further details are provided in the programming and funding section of this document.

In summary, the 10-Year Plan is the action plan, turning goals into funded, shovel-ready projects. The 2050 Statewide Transportation Plan is the blueprint, a long-term vision that guides investment priorities. CDOT uses the 2050 Statewide Transportation Plan to set the “why” and “what”, and the 10-Year Plan to define the “how” and “when”.

## Considerations for Reducing GHGs

### Overview

CDOT's previous 10-Year Plan was structured around two prioritized four-year funding periods (FY 2019-2022 and FY 2023-2026). Projects in the later years (FY 2027 and beyond) were included as out-year projects but were not prioritized for funding. CDOT is emphasizing GHG reductions through the strategic direction set by new concepts introduced for both the 2050 Statewide Transportation Plan and the updated 10-Year Plan (covering fiscal years 2027-2036). Those new concepts include the following:

- Sustainably Increase Transportation Choice goal area: The TC's [Policy Directive \(PD\) 14 “Policy Guiding Statewide Transportation Plan Goals and Performance Measures”](#) establishes the overarching policy and objectives for the development and implementation of the long-range 2050 Statewide Transportation Plan and associated 10-Year Plan. Updated in September 2024, one of the three goal areas established in PD 14 is to Sustainably Increase Transportation Choice. This means providing alternatives to single-occupancy vehicle travel that increase choices and reduce air pollution from transportation. To meet evolving travel needs, Colorado must expand safe, convenient transportation options that go beyond personal vehicles. This means building a connected network that works across regions and modes, enabling

people to access jobs, education, and services whether they live in rural areas or urban centers. Region-specific approaches are essential, as mobility solutions must reflect local conditions. The goal is to create an inclusive system that supports daily life for all Coloradans. The associated performance measures and targets adopted in CDOT's updated PD 14 include:

- Clean Transportation:
  - Reduce surface transportation sector GHG emissions (CO<sub>2</sub>e) by 60% on or before 2037, compared to the 2005 baseline.
- Statewide Transit:
  - Collaborate with stakeholders, including local partners and rail operators, to expand statewide transit services by increasing statewide revenue service miles by 66.7 million by 2037, from the 2022 baseline.
  - Achieve a 1% annual reduction in Vehicle Miles Traveled (VMT) per capita from the 2023 baseline.
- “Complete-Project” concept: This concept prioritizes both people and place and thoughtfully tailors projects like traditional roadway and safety improvement to include a wider range of elements, such as transit and active transportation infrastructure. This approach helps to enhance access and connectivity among travel modes.
- Land Use and Air Quality Linkage: While local governments in Colorado are responsible for land use decisions, CDOT engages in land use discussions to promote coordination and efficiency between land use and transportation. Land use decisions directly influence the needs and costs of Colorado's transportation infrastructure. Early involvement from CDOT in the decision-making process can help ensure that infrastructure investments align with broader state goals. Additionally, Colorado has passed a number of land-use and transportation-related pieces of legislation. Most notably House Bill (HB)24-1313, the Housing in Transit Oriented Development, which establishes transit-oriented communities and requires those communities to meet housing opportunity goals.
- Mobility Hubs: CDOT is facilitating the development of ‘mobility hubs’ on key corridors that emphasize connections between multimodal options while providing access to modes other than single-occupant vehicle travel in coordination with local land use.
- Enterprise Funding: CDOT partners with three self-funded transportation enterprises that directly support funding for projects that may reduce air

pollution emissions, including GHGs. The Nonattainment Air Pollution Mitigation Enterprise (NAAPME) and the Clean Transit Enterprise (CTE) collectively contribute approximately \$80-144 million annually through targeted initiatives. Following the 2024 legislative session, Governor Polis signed [SB24-184](#) “Support Surface Transportation Infrastructure Development” which creates a dedicated funding source for rail and transit through the Colorado Transportation Investment Office (CTIO) by imposing a fee on rental cars, generating approximately \$50 million annually. By leveraging funding from these enterprises with traditional transportation funding, CDOT can stretch our budget further and invest more in projects that improve air quality.

In addition to the considerations outlined above, CDOT has supported the development of various additional plans to help guide our efforts to expand transit, support active transportation and encourage smart land use as discussed in further detail below. Additionally, CDOT has supported the [Colorado Freight and Passenger Rail Plan](#) and the [2050 Region Transit Plans](#) from each of the rural transportation planning regions. Combined, these plans will support CDOT’s broader efforts to reduce GHGs from transportation.

## Colorado Transportation Vision 2035

In November 2024, Colorado published the [Colorado Transportation Vision 2035](#) (Vision 2035) document. Vision 2035 is a systematic framework for expanded transportation choices that outlines goals and strategies that expand transportation options to meet Colorado’s climate, affordability, safety, and equity goals. By doing so, it will advance the State’s ability to increase access to, and improve the quality of, transportation options over the next ten years. Specifically, Vision 2035 focuses on the emissions that state, regional, and local policies and investments can impact by the year 2035 beyond vehicle electrification alone, mostly focused on mode shift. Mode shift is defined as being “a traveler’s choice to supplement or avoid driving to also use a lower cost and more convenient transportation modes such as transit, biking, walking and carpooling.” The main emissions reduction goal of Vision 2035 is additional reductions of 1.2 MMT from non-auto modes of travel. This goal is supported by the following subgoals:

- Double Colorado’s non-auto mode share from 9.6% to 19.2% by 2035.
- Increase current transit service from 79 million transit revenue miles to 145 million (about 83%) by 2035.
- Increase in bicycle infrastructure statewide by 81% (3,540 miles of new bicycle routes).

- Increase in sidewalks statewide by 3.4% (1,345 miles of new sidewalks on existing streets).
- A Transit-Oriented Development goal of at least 52% of new housing units in transit oriented areas and 77% within existing Census Urban Areas.

These sub-goals utilize strategies including the expansion of transit service, implementing policies to encourage compact land use and walkable communities, reducing the number and distance of vehicle trips, and increasing travel choice by investing in bicycle and pedestrian infrastructure and micro mobility services that assist with “first and last mile” connections to transit facilities to meet the main emissions reduction goal.

## Transit Connections Study

In July 2025, CDOT published the [Transit Connections Study](#) (TCS). Colorado boasts a robust public transportation system, with local and regional networks linked by a statewide network that includes intercity bus lines, Amtrak passenger rail, and CDOT’s Bustang interregional bus service. Building on this foundation and anticipating Colorado’s evolving transportation needs, the TCS aims to strengthen this system by creating a strategic vision for a more integrated statewide transit network that enhances mobility and connectivity across Colorado. The TCS achieves this through examining stops, stations, regional and interregional service gaps, and opportunities to better connect Colorado’s transit network. This involved a review of the current public transportation services, focusing on regional characteristics, opportunities, challenges, key corridors, demographics, and travel demand patterns across these regions and corridors. The primary objective is to identify and address service gaps in Colorado’s regional and interregional public transportation network. The key goals of the study include:

- Enhance Accessibility and Connectivity of Colorado’s Transit Network: Connect rural and urban areas to Bustang, passenger rail, and local transit networks.
- Foster Multimodal Integration: Strengthen Colorado’s statewide transit network.
- Promote Sustainability: Support modeshift and GHG reduction by increasing public transit use.

This study informs CDOT’s transit planning through its identification of gaps and needs in the public transportation network including Bustang service planning, statewide transit and transportation planning, and preparation for interregional passenger rail services. Ultimately, the TCS will support CDOT’s continued progress to expand transit

services, contingent upon adequate funding, which will further support CDOT's ability to comply with the Standard.

## Active Transportation Plan

Throughout 2024 and 2025, CDOT engaged in a robust statewide stakeholder process to develop the draft [Active Transportation Plan](#) (ATP). The ATP establishes goals, policy recommendations and methods to guide the next generation of active transportation improvements in Colorado, completed in collaboration with local agencies, community members and other stakeholder groups. The ATP establishes a framework for consistent, defensible and equitable evaluation and prioritization of active transportation projects – a recognition that the demand for investment in active transportation exceeds available resources. The ATP both builds from and informs other statewide planning initiatives to ensure active transportation is thoroughly considered and prioritized in broader discussions around mobility, equity, safety, connectivity and sustainability. The ATP will support CDOT's goal to increase the use of active modes of transportation and mode shift from single occupancy vehicle use.

## Statewide Strategic Growth Report

In 2024, the Colorado General Assembly adopted several pieces of legislation around housing, land use, water, and other related issues. One of these laws, [SB24-174](#), directs the Colorado Department of Local Affairs (DOLA) to submit a Strategic Growth Report to the state legislature by October 31, 2025. The law states that the report must include three major elements:

- 1) A land use scenario analysis
- 2) An analysis of the impact of state policies and programs on sprawl
- 3) Land use policy recommendations

With this analysis, the Strategic Growth Report is intended to further a statewide conversation on the intersections between facets of built and natural environments including housing, transportation, infrastructure, water supply, air quality, wildlife risk, parks and open space, resource lands, and critical areas; and why the way we grow is important to the affordability and sustainability of Colorado. In developing the Strategic Growth Report, the law directs DOLA to consider the context of communities and consult widely with a range of stakeholders. The law also states that jurisdictions must consider the Strategic Growth Report, where applicable and appropriate, when developing a comprehensive plan. Other work related to this report will include the Vital Landscapes and Resources Report and Planning Guide, the CDOT's Policy Barriers and Opportunities study, as well as guidance on Strategic Growth Elements that provide a "Local Policy Toolkit" to support jurisdictions in this effort. In October 2025,

DOLA published the [Colorado Strategic Growth Report](#). The Strategic Growth Report recommends that CDOT consider more collaborative corridor planning initiatives to ensure key intercity and interregional highways consider land use and the future multimodal opportunities. This report will support CDOT to achieve GHG mitigation measure land use goals in non-MPO areas of the state through encouraging greater long range planning initiatives that pair land use and transportation goals.

The confluence of strategic concepts outlined above supported CDOT's decision making process for projects included in the updated 10-Year Plan for fiscal years 2027-2036. CDOT worked with the engineering regions to prioritize complete projects which are intended to thoughtfully tailor traditional roadway and safety improvement projects to include a wider range of elements, such as transit and active transportation infrastructure.

## 10-Year Plan Project Mix

Working with regional and local partners, CDOT identified projects to carry forward from the previous 10-Year Plan and new projects to add to the updated 10-Year Plan that support the goals of PD 14 to sustainably increase transportation choice, advance safety, and fix our roads. The updated 10-Year Plan funding allocated during this planning cycle supports many previously planned projects and a limited number of newly planned projects.

### CDOT's Compliance Area

Classifying each project by type proves challenging, as many projects encompass multiple elements which serve more than one goal. Additionally, the use of strategic funds allocated in the 10-Year Plan supports projects both in MPO and CDOT compliance areas for the Standard. [Figure 2](#) below represents the number of projects in each region in the 10-Year Plan outside the MPO areas of the state that have either a transit or active transportation element or both. These are the projects that help to sustainably increase transportation choice in CDOT's compliance area.

**Figure 2. Non-MPO Area Projects with and without Transit and/or Active Transportation (AT) Elements**

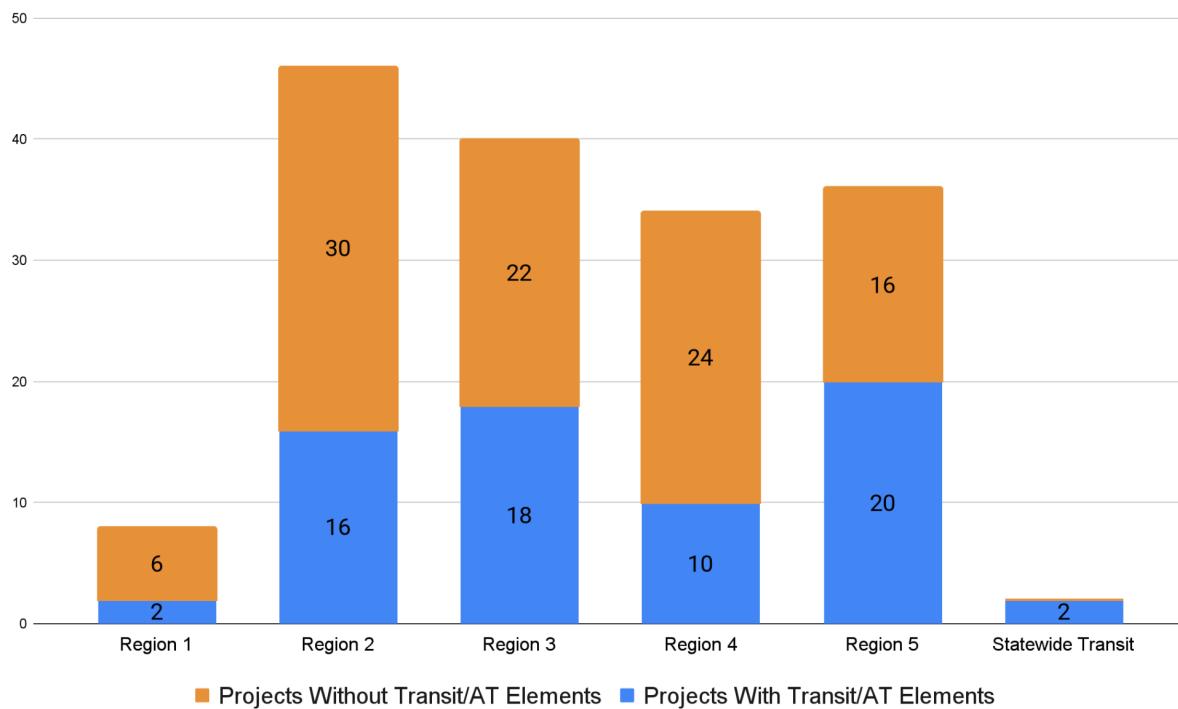
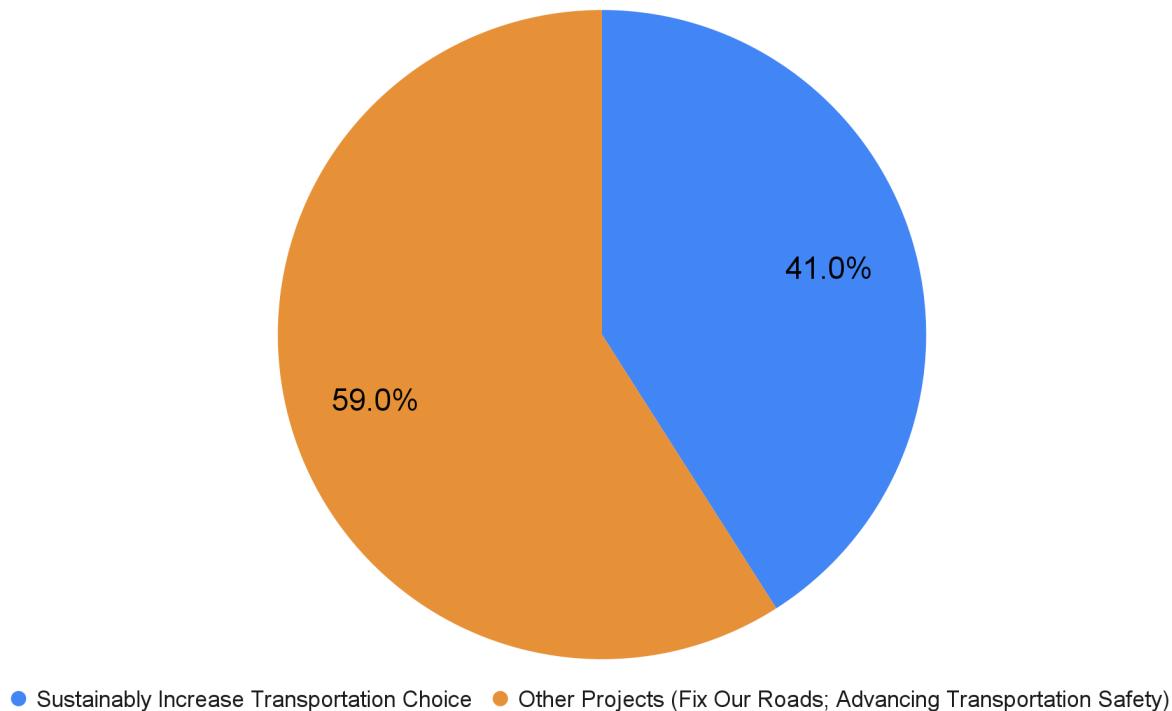


Figure 2 represents the 164 total projects in non-MPO areas (CDOT's GHG compliance area), but there are many more projects in MPO areas that strategic funding in the updated 10-Year Plan is supporting to achieve statewide GHG reduction goals. While projects located within the MPO boundaries do not count towards CDOT's compliance with Table 1 GHG reduction targets, some are highlighted in the MPO Compliance Areas section of this document that will help support meeting the state's broader MPO area GHG emission reduction targets in Table 1. Beyond the 68 projects with transit/AT elements, there are five projects within non-MPO areas that are Regionally Significant (all of which were contained in CDOT's previous 10-year plan) and 98 projects that are focused on improving safety and asset management that have neutral impact on GHGs.

The pie chart in [Figure 3](#) below categorizes 10-Year Plan projects by Policy Directive 14 goal area. Projects within the "Sustainably Increase Transportation Choice" goal area directly contribute to improving air quality and reducing GHG emissions in Colorado. Approximately 41% of projects in non-MPO areas statewide include a bicycle, pedestrian, or transit element. This represents 68 out of 164 total projects.

**Figure 3. Non-MPO Projects Supporting the Goal to Sustainably Increase Transportation Choice**



The Standard requires CDOT to model, at a minimum, Regionally Significant projects in the 10-Year Plan outside of MPO areas. The updated 10-Year Plan does not add any new Regionally Significant projects outside of MPO areas that were not otherwise included in the previous version of CDOT's 10-Year Plan for FY19-FY28. These projects include the I-70 West Floyd Hill and I-70 climbing lane from Bakerville to Eisenhower Tunnel projects in Region 1, I-70 West Vail Pass Safety and Operational Improvements Region 3, and the US 160 Elmore's Corner East project in Region 5. Additionally, CDOT modeled the US 40 Fraser Safety Improvements project in Region 3 under a conservative presumption that it will be regionally significant even though the project scope is yet to be fully determined.

There are several notable projects within CDOT's GHG compliance area included in this update to the 10-Year Plan which are worth highlighting that will help reduce GHG emissions, including Mountain Rail, Bustang, local transit projects, and active transportation projects, described in further detail below.

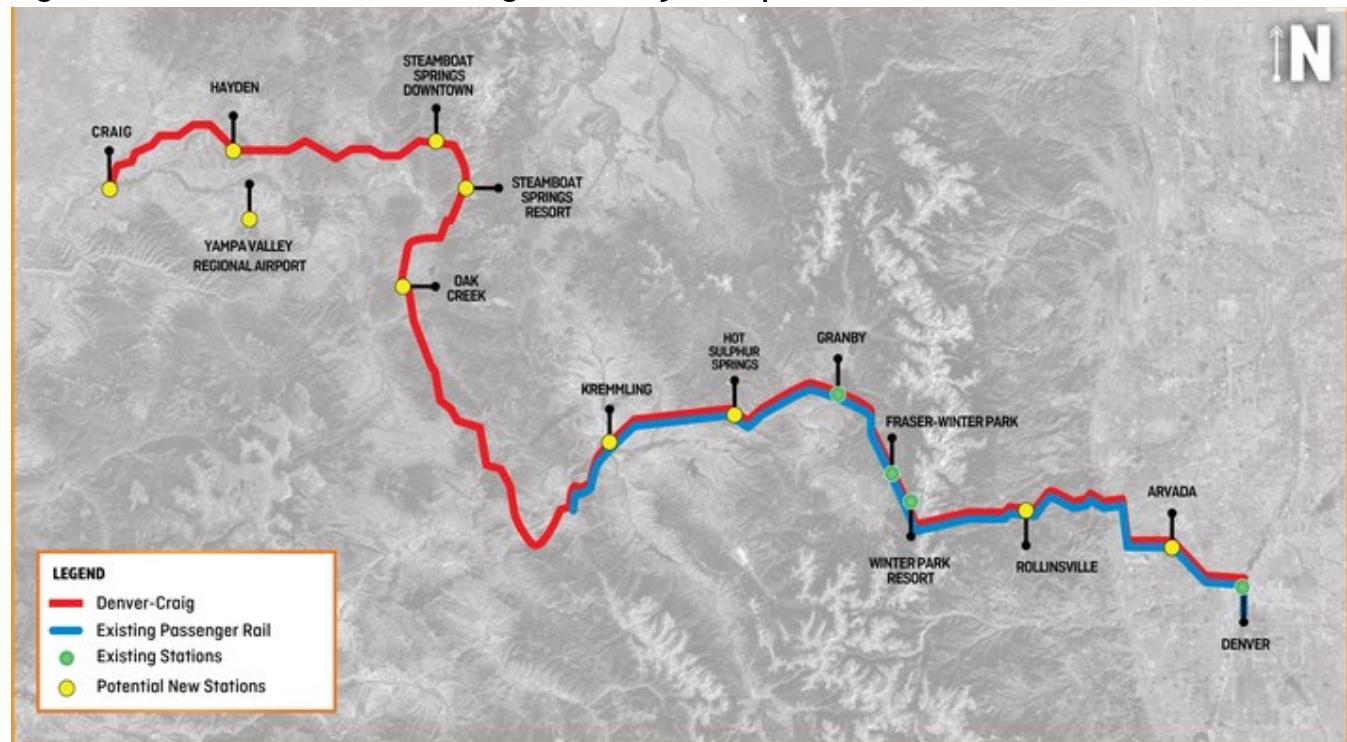
### **Mountain Rail**

Given the popularity of travel in the mountains and challenging geographical conditions, it is critical to provide reliable transportation alternatives to create better

connectivity to mountain towns, recreational opportunities, and transitional communities. A shift in the rail industry, with declining coal traffic, has opened opportunities to repurpose rail corridors for passenger use. Included in the 10-Year Plan for the first time, the plan for Mountain Rail involves developing a network of passenger rail lines that connect the mountain towns and regions with urban centers and recreational locations from Denver to Craig (see [Figure 4](#)). At the time of the development of this report, the specific station locations along the new route are still under consideration. As a part of this ongoing study, community feedback is crucial in shaping the final decisions. This input will be integrated with engineering requirements and design constraints to ensure the selected station locations meet both practical and community needs. The Mountain Rail project will provide alternative transportation options for visitors who want to experience mountain towns but who do not want to drive. Mountain Rail is also an affordable and reliable commuting option for workers in Steamboat who live in Craig and Hayden. Additionally, it would promote economic development, as housing, hotels, and retail establishments become attracted to areas served by rail.

Mountain Rail will receive dedicated funding through the congestion impact fees established by Senate Bill 24-184. The anticipated opening date for initial Mountain Rail service is November 1, 2026.

**Figure 4. Colorado Mountain Passenger Rail Project Map**



## Bustang Family of Services

As CDOT's interregional bus transit service, Bustang connects major populations, employment centers, and local transit entities and is a key component of providing more travel choices throughout the non-MPO areas of the state.

Bustang will be supported by a brand-new \$60 million in investment in its fleet in the updated 10-Year Plan, which will help to maintain the long distance and high-frequency service of routes such as:

- Bustang Outrider Services supports communities such as Steamboat Springs, Craig, Durango, Alamosa, Crested Butte, and many other communities.
- Bustang Mainline and Pegasus from Denver to Avon and Grand Junction.
- Bustang Snowstang Service to Arapahoe Basin, Breckenridge, Copper Mountain, & Loveland Ski Area.

Investing in Bustang's transit fleet will ensure riders experience dependable service, which in turn increases trust and ridership.

The updated 10-Year Plan continues to support Bustang in the non-MPO areas through 11 projects which invest in Outrider stops, and mobility hubs, including:

- Outrider Improvements at Montrose, Delta, and Gunnison (2454)<sup>6</sup>
- Outrider Improvements at Fraser, Granby, Kremmling, and Hot Sulphur Springs (2494)
- Outrider Improvements at Steamboat Springs, Milner, Hayden, and Craig (2748)
- Outrider Improvements at Winter Park and Tabernash (2749)
- Grand Junction Mobility Hub (2747)<sup>7</sup>

Improvements to bus stops along service routes increases ridership of the transit network. Upgrades which add Americans with Disabilities Act (ADA)-compliant platforms, curb ramps, level boarding pads, and wider sidewalks makes transit more accessible for wheelchair users and others with limited mobility. Further, transit stops with shelter, lighting, signage, and seating improvements make stops more comfortable, safe, and convenient - increasing the attractiveness of public transit and boosting ridership.

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<sup>6</sup> The numbers next to each project are their 10-Year Plan Project ID.

<sup>7</sup> While this project is located within the MPO boundary, it will serve as a new transit hub for Bustang, which supports travel throughout the non-MPO areas.

## Supporting Local Transit Service

CDOT is committed to supporting local transit service throughout the state, providing transportation choice for travel within communities through continued investment in the 10-Year Plan.

The updated 10-Year Plan carries forward planned projects that support the continued development of seven transit centers and mobility hubs with local partners, including:

- Montrose Multimodal Transit Center (1096)
- Gunnison Transfer Station (1102)
- Redesign and Construct the Steamboat Springs Transportation Center - Phase 1 (1246)
- Buena Vista Park & Ride and Intermodal Facility (1297)
- Poncha Springs Crossroads Welcome Center (1319)
- La Junta Multimodal Transit Center (1285)
- Mountain Express Transit Center (2766)

Building transit centers and mobility hubs improves connectivity between multiple routes, allowing riders to transfer easily by increasing reliability and predictability. Further, transit centers and mobility hubs allow routes to become coordinated - improving travel time speeds across the transit network. These facilities can become focal points for supporting additional first and last mile access, including car-share and scooter-share, microtransit pick-up zones, secure bike parking, or ride-hail drop-off areas. Together, these benefits work together to increase ridership across the transit network.

The updated 10-Year Plan also carries forward planned projects that seek to continue to support new or expanded local agency service, including:

- One project continuing onto the updated 10-Year Plan will support new service; between Gunnison and Montrose (2767). This would support a brand-new route from Crested Butte to Montrose, via Gunnison.
- Regional Transit Service between Montrose and Telluride (1028), which will provide additional service for the existing fixed-route transit service between Montrose and Telluride on US 550, CO 62, and CO 145. It is anticipated to run seven days/week with four trips/day which would require two full size buses. Potential stops include Montrose, Colona, Ridgway, Placerville, and Telluride.

- Bus Service between Pagosa Springs and Durango (2523), providing new service with one roundtrip per day.
- Teller Senior Coalition Outreach (1004A) and the Fremont County Transit Outreach (1004B) are new projects that will expand on demand access and assistance to meet the growing demand for programs and provide vital service to the public in the area.

## Active Transportation

To support public transportation projects and multimodal infrastructure, the updated 10-Year Plan incorporates 28 projects with active transportation elements in non-MPO areas. Active transportation projects help facilitate safe and accessible multimodal communities and, in many cases, improve the usability of public transportation.

The following highlights some of the active transportation projects contained in the updated 10-Year Plan and reflects previously planned and newly added projects focused on safety by adding, repaving, and improving sidewalks and intersections and meeting ADA requirements. They include the following:

- CO 14 Intersection and Preservation Improvements (New)<sup>8</sup>
- CO 82 Safety and Active Transportation Improvements (3318)
- CO 52/WCR 59 Roundabout and Safety Improvements (2772)
- US 24 Intersection Improvements at Steele in Buena Vista (2039)
- CO 12 ADA Ramps and Sidewalk Improvements in La Veta and Trinidad (1493)
- US 285 Safety and Mobility Improvements between Center and Saguache (1051)

The updated 10-Year Plan also incorporates previously planned and newly added active transportation projects focused on multimodal improvements such as the following:

- I-25 Wellington Preliminary Interchange Design and Pedestrian Crossing (New)
- Pagosa Springs' Main Street Reconstruction and Multimodal Improvements (1339)
- US 160 Multimodal Improvements in Alamosa (2038)
- US 285 Multimodal Improvements on CO 145 (1482)

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<sup>8</sup> The numbers next to each project are the previous 10-Year Plan Project ID. Newly added projects are listed as "New".

- Intersection and Pedestrian Improvements at CO 291 and US 50 (2070)
- US 50 Corridor Improvements in Poncha Springs (2456)

## MPO Compliance Areas

Under the Standard, CDOT is responsible for reducing transportation GHG emissions outside the MPO areas. As such, the GHG modeling conducted for this report and the projects highlighted focus only on 10-Year Plan projects in the rural areas of the state. However, the majority of projects in CDOT's updated 10-Year Plan are located within MPO boundaries, many of which support meeting the state's broader statewide GHG emission reduction goals and support an MPO's ability to meet the reduction levels in Table 1. Some noteworthy projects within MPO boundaries that are newly added to the updated 10-Year Plan include bus rapid transit (BRT) and Front Range Passenger Rail (FRPR).

There are several projects which support BRT within the MPOs in the updated 10-Year Plan. Worth highlighting are the two new projects in the Denver Regional Council of Governments (DRCOG) region which, in partnership with the Regional Transportation District (RTD), will construct side-running BRT infrastructure for an 18-mile section of Federal Blvd, from 120th Ave to Dartmouth Ave as well as a 7.5 mile section of Colorado Blvd, from 40th Ave to Amherst Ave. These projects will construct stations, signals, and roadway elements, and supporting bicycle and pedestrian infrastructure along these corridors.

FRPR is a newly included intercity passenger train project in the updated 10-Year Plan, with service from Fort Collins through Denver and south to Pueblo. FRPR will provide a safe, efficient and reliable transportation option, connecting major population and employment centers and key destinations. The passenger rail service will be competitive with car travel, expand travel options and foster regional economic vitality. From 2020 to 2050, millions more people are expected to live in Colorado and approximately 85% will travel along the Front Range. The existing highway system cannot accommodate growth without significant changes. On a typical weekday through Denver, I-25 averages eight or more hours of congestion. Every three to four days, the highway is partially or fully closed. Intercity passenger rail offers a safer and more reliable way to transport people and accommodate growth without adding to highway congestion or increasing GHG emissions.

## Programming and Funding

To make the most of every dollar, CDOT combines traditional funding with enterprise funding. Enterprise funding is described in more detail in the next section of this

document. By leveraging these resources together, CDOT can stretch the budget further and invest more in the projects that improve safety, mobility, and quality of life across the state. CDOT's 10-Year Plan was designed to do exactly that by combining state, federal, and enterprise funding to maximize every investment. By strategically aligning these resources, CDOT can take on more projects, accelerate timelines, and focus on the improvements that move the needle on meeting CDOT's performance goals, including reducing GHG emissions.

It is important to note that CDOT's 10-Year Plan represents only a portion of CDOT's overall budget. Furthermore, the 10-Year Plan strategically invests in the state's transportation infrastructure, utilizing approximately \$225 million annually from CDOT's total \$1.7 billion budget (excluding enterprise funding). This plan, supported by flexible state and federal funding, operates in conjunction with other CDOT funding programs to maximize the budget and achieve performance goals. Some of the additional funding directly supports GHG mitigation measures CDOT has committed to in the GHG MAP in Appendix A.

## Enterprises

A significant funding advancement for the state and CDOT is the creation and development of the [Clean Transit Enterprise](#) (CTE), as required by [SB21-260 “Sustainability of the Transportation System”](#). CTE plays an important role supporting CDOT's ability to comply with the Standard's requirements in non-MPO areas of the state by supporting CDOT's implementation of transit-aligned GHG mitigation measures. The CTE is an entity created within CDOT that is currently charged with implementing two pieces of legislation. The Enterprise was initially created by SB21-260, which allows the enterprise to impose a Clean Transit Retail Delivery Fee to fund support for public transit electrification planning efforts, facility upgrades, fleet motor vehicle replacement, as well as construction and development of electric motor vehicle Charging and Fueling Infrastructure (CFI). The second piece of legislation, [SB24-230 “Oil & Gas Production Fees”](#), provides funding for transit expansion including local transit capital and operational projects as well as passenger rail. Annual funding to support these programs is estimated to be approximately \$67 million in FY26 and then increase to approximately \$110-130 million per year in FY27 and beyond. Examples of projects that have been funded that support CDOT's GHG mitigation measures include EV transit bus purchases and local transit service expansions. Based on initial estimates, SB24-230 funding is expected to support an annual increase of 8.3 million vehicle revenue miles across the state by 2030.

The CTIO develops innovative funding solutions for priority projects, including new dedicated funding from SB 24-184 for rail and transit projects, presenting an

unprecedented opportunity for CDOT to advance multimodal projects and fortify the state's transportation system to address the mobility needs of the present and future. The rental car fee imposed by SB 24-184 will create a dedicated funding stream of approximately \$50 million per year for rail and transit, an anticipated \$500 million over the next 10 years and \$1.15 billion by 2050. The law also encourages regional coordination between the Regional Transportation District (RTD), FRPR District, and CDOT to explore opportunities in establishing train service from Denver to Fort Collins. In addition, it directs CTIO to develop a multimodal strategic capital plan that aligns with CDOT's 10-Year Plan and statewide GHG pollution reduction goals.

The NAAPME supports mitigation of the environmental and health impacts of increased air pollution from motor vehicle emissions in nonattainment areas that results from the rapid and continuing growth in retail deliveries made by motor vehicles and in prearranged rides provided by transportation network companies. NAAPME funding is for eligible projects that reduce traffic, including demand management projects that encourage alternatives to driving alone or that directly reduce air pollution, such as retrofitting of construction equipment, construction of roadside vegetation barriers, and planting trees along medians. NAAPME currently offers approximately \$15 million annually to fund projects including those in both MPO and CDOT's GHG compliance areas. Annual funding is expected to increase to approximately \$37 million in FY 2036. Examples of projects that have been funded that support CDOT's GHG mitigation measures include roundabout construction and active transportation infrastructure.

## Programs

Further, CDOT implements a number of funding programs that are managed externally from the strategic funding allocated in the 10-Year Plan. Many of these funds support projects that enhance active transportation opportunities and mode shift through grants or formula funding to non-MPO areas of the state.

The Highway Safety Improvement Program (HSIP) and FASTER Safety Mitigation (FSM) Program provide funding opportunities for safety projects, including projects that improve protection of Vulnerable Road Users (VRU), such as bicyclists and pedestrians. Some examples include separated bicycle lanes, road diets and new or enhanced sidewalks and walkways. These two programs offer approximately \$110 million dollars annually to projects statewide with approximately 15% of the funding for projects in non-MPO areas.

The Transportation Alternatives Program (TAP) awards grants to transportation projects that expand travel choice beyond the single occupancy vehicle, strengthen the local economy, improve quality of life, and protect the environment such as pedestrian and bicycle facilities. During the 2023 call for projects TAP awarded over

\$42 million to 37 projects statewide with approximately 43% of funding to projects in non-MPO areas. Future calls are expected every two to three years awarding approximately a similar amount of funding, depending on federal statute.

The Multimodal Transportation and Mitigation Options Fund (MMOF) funds multimodal transportation projects throughout the state including, for example, fixed route transit service and bicycle and pedestrian projects. In FY26 through FY32 the MMOF fund is expected to provide approximately \$6.3-9.3 million annually for projects in non-MPO areas of the state, with \$3-4.5 million of that being directed towards CDOT's Bustang services, improving statewide and rural transit.

The Safe Routes to School Program makes walking and bicycling to school safer and more appealing and facilitates the planning, development and implementation of projects that improve safety, and reduce traffic and congestion, fuel consumption, and air pollution in the vicinity of schools. In the two most recent project selections for FY23-26, \$11 million was awarded to local agency projects with 40% of funds awarded to projects in non-MPO areas.

## Greenhouse Gas Emissions Modeling Analysis and Results

### GHG Modeling Overview

The Standard requires newly adopted applicable planning documents, such as CDOT's updated 10-Year Plan for fiscal years 2027-2036, to demonstrate reductions in GHG emissions in each of the future compliance years relative to baseline GHG emissions levels. For CDOT, the baseline GHG emissions are those determined to result from the 10-Year Plan adopted as of January 30, 2022 (2 CCR 601-22, Section 1.04). Therefore, CDOT's baseline 10-Year Plan is the version adopted by the TC on April 16, 2020, also referred to as the CDOT's 2019 10-Year Plan in the previous GHG Transportation Report. CDOT initially demonstrated compliance with the Standard by updating the baseline 2019 10-Year Plan which the TC adopted in September 2022.

CDOT uses its statewide travel demand model, StateFocus, and EPA MOVES to model GHG emissions which will result from the projects included in the updated 10-Year Plan.

StateFocus is an activity-based model based directly on the DRCOG Focus model, which in turn was based on the Sacramento Activity-Based Travel Simulation Model (SACSIM) model developed for the Sacramento Area Council of Governments, coming into operations around 2007. Activity-based models (ABM) represent an improvement

beyond earlier trip-based models because ABMs consider travel decisions at an individual rather than aggregate level. For example, the trip generation step of a trip-based model is replaced by multiple components including Day Activity Pattern Choice (a decision on what reasons to leave home), Exact Number of Tours Choice (how many of which purpose tours to make), Work-Based Subtour Generation (whether to travel during the workday and why, such as for lunch or an off-site meeting) and Intermediate Stop Generation. Each of these ABM components can be sensitive to congestion levels by including accessibility terms as explanatory variables. One limitation of earlier trip-based models was that trip generation rates were typically assumed to be constant irrespective of congestion levels. When the ABM completes, it outputs a forecasted daily itinerary or schedule for each person in the model's synthetic population. More detail about the StateFocus model is available in [Appendix B](#).

EPA MOVES is a software model developed by the U.S. Environmental Protection Agency to estimate emissions from motor vehicles for various project types. MOVES is based on real-world testing of over one million vehicles by EPA in their mobile source research center. MOVES allows for calculation of emissions for pollutants like criteria air pollutants, GHGs, and air toxics from various sources, including but not limited to, tailpipe and fuel evaporation. EPA MOVES is able to account for various factors that influence emissions such as the age and type (i.e. car, SUV, Heavy duty truck) of the vehicle, fuel type and activity of the vehicle. MOVES modelers can also utilize case-specific inputs to the model such as future electric vehicle (EV)/zero emissions vehicle (ZEV) and other vehicle fuel type adoption rates as was done for this analysis. For this analysis, the CDOT EV/ZEV adoption rates that were directed for use by the state Interagency Consultation Team (IACT) in 2025 were simulated for future vehicle fuel mix. More information about the MOVES modeling methodology is available in [Appendix C](#).

CDOT used their statewide activity-based Travel Demand Model and EPA MOVES model version 4 to complete the GHG emissions analysis of CDOT's baseline 10-Year Plan and the updated 10-Year Plan for fiscal years 2027-2036. The capabilities and sophistication of the Travel Demand Model make it a powerful tool to evaluate the effects on travel behavior of a wide range of characteristics of regions, people and travel modes and therefore permit a realistic evaluation of transportation planning's effects on air pollutant emissions. Notably, the model:

- Depicts each person individually, including characteristics important to that individual's travel choices.
- Explicitly depicts the choice between work-from-home and work elsewhere, allowing scenarios in which changes in propensity to work from home are

affected by planning activities (programs or infrastructure) or by larger changes in society (for example, COVID effects).

- Estimates the trips (number, type, etc.) that people make based on the activities they need to accomplish and the effect of travel conditions on one person's choice of how to accomplish those tasks. This modeling approach permits the model to estimate changes in people's demand for travel as travel conditions change.
- Depicts the location of households and jobs at the address level rather than at the coarse "zone" level that is common in older aggregate, trip-based models – also called four-step models. This is particularly important for modeling active transportation modes like walking and biking where trip lengths might often be smaller than many zones' dimensions.

The primary output of the Travel Demand Model is the estimated VMT for a given year at the level of a "link", which represents a roadway segment from intersection to intersection. Forecasted emissions rates developed from the EPA MOVES model are necessary to translate these link VMTs into GHG emissions. The forecasted emissions rates are stratified by vehicle type, roadway type, operating speed (in "bins" of up to five miles per hour [mph] - for example, 27.5 to 32.5 mph), rural or urban area roadway type, and hour of day. The emissions rates in individual vehicle mph are calculated from the operating speed bins that are output from MOVES through interpolation.

In 2025 three new considerations for how GHG emissions are calculated for the purposes of an agency demonstrating compliance with the Standard were adopted by consensus through the Statewide Model Coordination Group (SMCG). These considerations involve updates to (1) vehicle emissions rates, (2) vehicle mix assumptions, and (3) the number of vehicle classes considered. These three adjustments were applied to the remodeling of the baseline and the updated 2027-2036 10-Year Plan.

## Vehicle GHG Emissions Rates

The first change made was that new MOVES GHG emissions rates were developed using MOVES4.1.2. Previous GHG emissions rates were generated using MOVES3 which was replaced by EPA with MOVES4 in September 2023. The main difference between versions of MOVES is that MOVES4 integrates the latest light and heavy-duty vehicle fuel economy (Corporate Average Fuel Economy [CAFE]) standards. Notably, the majority of fuel economy and related emissions improvements demonstrated in MOVES4 are achieved through vehicle electrification present in the default data,

particularly for commercial vehicles. In the previous MOVES3 modeling the inputs in the model for current light-duty EV/ZEVs as well as significant growth in future years were already assumed at higher adoption levels than the default EV/ZEV rates present in MOVES4.

When new federal fuel economy standards are promulgated, an auto manufacturer demonstrates compliance by adjusting their product offerings such that the average fuel economy of the entire fleet of vehicles for a class (for example, light-duty vehicles or heavy-duty vehicles) available for sale by that auto manufacturer for the current model year meets the new standard. A manufacturer may adjust their product line by introducing new (more fuel economical) models, discontinuing existing models, or modifying an existing model (for example, using a different engine type or offering more alternative fuel options such as PHEV, BEV, E85 or CNG). These industry responses often result in the actual fuel economy changes having a high level of variation among individual makes and models - and also within model lines across model years. The different possible dimensions of industry responses result in the EPA needing to make assumptions about MOVES inputs regarding how the fuel economy standards will be achieved in future years, including switching vehicle fuel types vs. engine efficiency improvements.

When new fuel economy standards are issued at the federal level, the EPA forecasts future vehicle sales by fuel type and engine technology through their Optimization Model for reducing Emissions of Greenhouse gases from Automobiles (OMEGA) model. OMEGA considers factors such as vehicle costs, consumer purchasing preferences and the availability of market incentives. The results of the EPA analysis are coded as default values present in MOVES. A user can run MOVES using the national default values or revise them to reflect state or local data and assumptions, as was done in the development of the new GHG emissions rates for the Standard implementation (and was performed previously to develop the original GHG rates in MOVES3 that were used for previous analyses). Comparing the differences in default values present between versions of MOVES allows experienced users of the emissions rates model to evaluate changes in assumptions surrounding tailpipe emissions improvements and future vehicle sales at the national scale.

In a straight comparison of model versions, MOVES3 vs. MOVES4, the majority of fuel economy improvements associated with the new standards are achieved through sales of EV/ZEVs in future years and there is significantly less change in the GHG emissions rates for petroleum vehicles. Therefore, the previous high levels of EV/ZEV adoption that were already assumed in developing the original GHG emissions rates in MOVES3 (for the 2022 10-Year Plan) result in very little change from switching model versions of MOVES alone. New GHG emissions rates were needed to integrate the new EV/ZEV

adoption forecasts that were developed by the CDOT Division of Accounting and Finance (DAF) and adopted by IACT in 2025 for use in GHG modeling for the Standard. The new EV/ZEV adoption forecasts are used statewide and increase the amount of light-duty EV/ZEVs in future years, particularly for light-duty pickups and sport utility vehicles (SUVs) in vehicle Model Years 2030-2040 compared to the previous GHG emissions rates developed in 2021. No bus or commercial EV/ZEV adoption is reflected in the MOVES GHG emissions rates for current or future years, i.e., the default EV/ZEV adoption assumptions present in MOVES4 for these vehicle types were zeroed-out from the model runs.

## Vehicle Mix

The vehicle mix represents the type (i.e. motorcycles, passenger cars, SUVs, vans, trucks, etc.) of vehicles operating on a roadway. The GHG emissions rates are highly variable by vehicle type and generally increase with the size of the vehicle, for example, passenger cars emit significantly less GHGs per vehicle mile than heavy-duty trucks. While travel demand models forecast total on-road travel behavior, including trips from commercial vehicles, no travel demand model in the state is calibrated for commercial travel accurately enough to properly assign the on-road vehicle mix. Therefore, the vehicle mix used to calculate GHG emissions for the Standard are developed from traffic observations (counts) collected by CDOT's Automated Traffic Recording (ATR) stations as was performed previously using both continuous and short-duration hourly vehicle counts stratified by the 13 Federal Highway Administration (FHWA) vehicle classifications as well as roadway and urban or rural area type updated for more recently observed years. Each ATR station's counts were used in conjunction with VMT weighting for the roadway to develop a ratio of vehicle types by hour for all of the major roadway types in Colorado. The VMT-weighting of the counts is a refinement of the previous vehicle mix assignment that used unweighted (straight) counts that was used in the previous emissions calculations. The VMT-weighting method was developed by CDOT and APCD in order to better reflect the vehicle mix outside the Front Range where the majority of ATR stations are located. Furthermore, for the 2025 vehicle mix used to calculate GHG emissions rates, post-pandemic (2023) vehicle classification counts were used. In the previous GHG emissions calculations methodology, pre-pandemic (2017-2019) vehicle classification counts were used. It was determined that an update to post-pandemic vehicle classification counts should be made statewide to the emissions calculation methodology in order to more accurately reflect the vehicle mix that is currently present on roadways in the state as transportation behavior has altered since COVID due to factors including increased remote employment and land use changes.

## Vehicle Classes

The switch to the use of the post-pandemic vehicle mix resulted in the need for the final significant change to how GHG emissions are calculated, which is the aggregation of passenger cars with SUVs/light-duty trucks into a single vehicle emissions rate category in MOVES. Previously emissions rates for passenger cars had been separate from the larger passenger vehicles (SUVs and light-duty trucks). However, CDOT and APCD determined that the ATR network often records SUVs and light-duty trucks as passenger cars due to the axle-based nature of the classification count data collection system. Therefore, SUVs and light-duty trucks had previously been inadvertently underrepresented in the vehicle mix assignment. The aggregation into a single passenger vehicle emissions rate category is a refinement to more accurately represent the vehicle mix on the road in current conditions. It should also be noted that the rates of future EV/ZEV adoption are now assumed to be the same between these two vehicle categories in MOVES; thus, the emissions benefits of future EV/ZEVs through fleet turnover in SUVs/light-duty trucks are now also occurring at a higher levels than was previously assumed. The emissions benefits of increased levels of EV planning assumptions for SUVs and light-duty vehicles are particularly noticeable in the 2040 compliance year as significantly lower levels of EV adoption for SUVs and light-duty trucks were previously assumed for model years 2025-2040.

In order to calculate the GHG emissions, a database is developed by the APCD that integrates the MOVES emissions rates, the observed vehicle mix, and the travel demand modeling predicted transportation behavior. A lookup table approach is used to select the appropriate vehicle mix and emissions rates for each link modeled. Each emissions rate is multiplied by the hourly VMT for the appropriate vehicle class to calculate forecasted emissions.

The adjustments discussed above represent improvements in underlying data inputs for calculation of GHG emissions in this compliance demonstration compared to CDOT's prior demonstration in 2022. It is best practice to make adjustments and improvements in the emissions calculations methods over time as new data, planning assumptions and/or appropriate refinements are identified compared to previous work that provides for more accurate characterization of GHG emissions from transportation. Overall, while significantly more EV/ZEV adoption is assumed for SUVs and light-duty trucks results in more zero tailpipe emissions vehicles, the revision to more accurately account for the total number of SUVs and light-duty trucks that were previously underrepresented resulted in higher statewide MOVES GHG emissions rates for passenger vehicles for 2030, 2040 and 2050. This is due to the effect of more of these larger passenger vehicles overall, which are now more accurately represented, not being fully offset by the updated higher levels of EV/ZEV adoption now also being

assumed for these vehicles, which better accounts for the present statewide vehicle mix.

The refinements and adjustments to the GHG emissions calculation methodology were developed by the SMCG through a nearly two-year deliberative and collaborative process with participation from transportation and emissions modelers, as well as planners and other staff from CDOT, APCD, DOLA, Colorado Energy Office (CEO) and all MPOs in the state. The consensus outcomes of the SMCG process were adjustments and refinements to the method for calculating GHG emissions. The net effect of these adjustments was an increase in the predicted total average carbon intensity (i.e. grams GHG/VMT) of each vehicle mile traveled in the state in future years than the GHG emissions methodology used in 2022.

GHG reduction levels required by the Standard must be achieved relative to a modeled baseline amount of GHG emissions. The Standard requires each agency to determine the baseline emissions in addition to the GHG emissions that will result from the updated applicable planning document. CDOT's modeling analysis process is further described below.

## **Modeling the Baseline 10-Year Plan**

The baseline model run uses the CDOT 2019 10-Year Plan as adopted by the Commission in April 2020. This modeling analysis assumes full build-out of all Regionally Significant projects in the baseline 10-Year Plan. For this updated compliance analysis CDOT did not model the Standard's Table 1 2025 compliance year as the year has already passed. CDOT demonstrated compliance with the 2025 GHG reduction level through modeling of the previous updated 10-Year Plan for fiscal years 2019-2028 adopted by the TC in September 2022. As part of evaluating the updated 10-Year Plan for 2027-2036 CDOT remodeled the baseline 2019 10-Year Plan with MOVES modifications as discussed above in addition to the DOLA modifications below.

The land use (population, job totals, and locations) begins with existing development as built, with existing households and jobs located based on sources such as data from the Colorado Department of Labor and Employment (CDLE), the US Census, and county assessors' parcel/address data. Since the current StateFocus version only produces modeled outputs future years of 2030 and 2045, development growth for the years 2030 and 2045 is taken from county-level forecasts provided by the State Demographer's Office in the Colorado DOLA. (The model's existing horizon year of 2045 dictates which set of socioeconomic inputs are used. Interpolation and extrapolation are used to create forecasts for 2040 and 2050, as required by the regulation. Interpolated or extrapolated socioeconomic inputs to the model may not precisely match the DOLA forecasts for those specific years.) The DOLA 2024

socioeconomic forecasts used to develop this plan reflect post-pandemic expectations, while the 2022 plan was based on socioeconomic forecasts made by DOLA in 2018. Both sets of socioeconomic forecasts are compared in [Table 3](#) below. Outside MPO areas, additional households and jobs (due to projected growth beyond today's levels) are placed in buildable areas in each county (for example, avoiding national forests, water, road rights of way, steep slopes, etc.) but are otherwise distributed randomly within each county.<sup>9</sup> Inside MPO areas, job and household locations are taken from the MPOs models.

Compared to the 2018 DOLA forecast used in CDOT's 2022 GHG Report, the new 2024 DOLA Forecast used in CDOT's 2025 travel demand modeling and associated GHG Report reflect significantly less future population and households, as well as slightly less employment for the travel demand modeling years of 2030 and 2045. A downward shift in population and households resulted in fewer predicted vehicle miles traveled and associated GHG emissions in both CDOT's Baseline and Updated 10-Year Plan. A total emissions reduction of GHGs from reductions in predicted future populations that is overall beneficial towards reducing contributions to climate change would seemingly be supportive towards Colorado's climate action goals; however, the reduction targets in Table 1 of the Standard are absolute total mass reductions, rather than a GHG per-capita reduction or GHG intensity reduction target. Therefore, when the predicted baseline emissions for a compliance year are reduced from fewer vehicle miles traveled due to a lesser population in a compliance year, it makes the reduction target for that year an overall greater percentage reduction of the baseline. This can result in making it more challenging for an agency to demonstrate compliance with the Standard.

The VMT resulting from these baseline Travel Demand Modeling runs are then analyzed within the non-MPO GHG databases that apply the correct EPA MOVES GHG emissions rates for each roadway segment in order to obtain the baseline plan GHG emission values for 2030, 2040, and 2050.

**Table 3. Comparison of DOLA Statewide Socioeconomic Forecasts over Time**

Modeled Year Statistic	DOLA Forecast from 2018 (2022 Report)	DOLA Forecast from 2024 (2025 Report)	Percentage Change
2030 Statewide Population	6,974,465	6,467,694	-7.3%
2030 Statewide Households	2,950,775	2,702,130	-8.4%

<sup>9</sup> CDOT does not have local zoning and comprehensive plans necessary to place future development in a manner more consistent with local government intentions.

Modeled Year Statistic	DOLA Forecast from 2018 (2022 Report)	DOLA Forecast from 2024 (2025 Report)	Percentage Change
2030 Statewide Employment	3,995,831	3,963,747	-0.8%
2045 Statewide Population	8,233,674	7,387,301	-10.3%
2045 Statewide Households	3,467,931	3,102,187	-10.5%
2045 Statewide Employment	4,463,682	4,341,638	-2.7%

Source: CDOT StateFocus model input files reflecting DOLA 2018 and DOLA 2024 forecasts

CDOT predicts travel behavior for non-MPOs areas by modeling the entire state and then removing results for the MPO areas. Thus, the baseline runs for the various horizon years called for in the Standard include specific highway and transit projects listed in CDOT and MPO plans that were adopted on or before the date of the Standard adoption (January 20, 2022). Categories/quantities of funds that are included in such plans, but have not been assigned to projects, are not included in baseline scenarios. Instead they are included in compliance scenarios. In general, the statewide model is well able to depict Regionally Significant highway projects, and fixed-route transit services in urbanized areas. CDOT's statewide model does not explicitly depict bicycle and pedestrian facilities (except for where MPO models explicitly include these facilities, such as with the North Front Range Metropolitan Planning Organization [NFRMPO] model area). The effects of funds allocated to these active modes are approximated by adjusting parameters in the statewide model that depict people's response to overall service levels afforded by the bicycle/pedestrian networks (for example, general perceptions of safety, convenience, speed, etc. and differences in these perceptions among people of different ages or genders). Plan elements by mode in the 10-Year Plan baseline model run are depicted as follows:

- Highway: Includes all Regionally Significant projects in the April 2020 10-Year Plan, including in some cases project clarification/detail provided by CDOT region staff. In the MPO areas, the networks include all Regionally Significant projects included in the MPO travel models. Outside MPO areas there are five Regionally Significant projects in CDOT's baseline 10-Year Plan: I-70 West Vail Pass (0442/1161), US 40 Fraser Safety Improvements (1259), US 160 Elmore's Corner East (1334), I-70 West Floyd Hill (0004), and I-70 climbing lane from Bakerville to Eisenhower Tunnel (2582).
- Transit: includes all existing services in the MPO areas, all existing services of rural transit providers, and all existing Bustang services that existed prior to April 2020. Short-distance circulator shuttles that are too fine to represent

under the statewide model's current zone structure are omitted from both Baseline and Compliance scenarios. These omitted routes would represent a small fraction of the total rural vehicle revenue miles of service provided.

- Bicycle/pedestrian: bicycle and pedestrian service levels afforded by the current system are assumed to remain the same in all future baseline scenarios. This is reflected in the statewide travel model by leaving at their current value all model parameters that depict the extent to which various demographic groups choose to walk or bicycle. For example, the model includes parameters, developed from the 2010 Front Range Travel Counts survey data, that show women choosing to bicycle less readily than do men: the same is true of younger and older people of all genders.

Baseline VMT and emission results are listed in [Table 4](#) below. While VMT increases over time, total emissions decrease in the more distant future because of EV adoption and emissions improvements to internal combustion engines and hybrid vehicles.

**Table 4. CDOT GHG Emissions from Baseline 10-Year Plan by Horizon Year in MMT**

GHG Horizon Year	2030	2040	2050
Statewide weekday VMT	170,733,534	186,428,854	202,124,174
Non-MPO area weekday VMT	40,385,157	43,775,591	47,166,025
Baseline 10-Year Plan Emissions (MMT)	4.886	3.315	2.558

Sources: CDOT, APCD

Note: The statewide VMT presented in [Table 4](#) is estimated by the StateFocus model. Only the non-MPO portion of this VMT should be relied upon, since MPOs provide their own model estimates of VMT within their respective regions.

## Modeling the Updated 10-Year Plan

### Process of Development of the Updated 10-Year Plan

As described earlier, the updated 10-Year Plan is developed through a comprehensive process that begins with long-range Statewide and Regional Transportation Plan (RTP) development. This involves numerous meetings with rural Transportation Planning Regions (TPRs), MPOs, and other stakeholders. Priority projects are identified in RTPs through data analysis and public and stakeholder engagement. In addition to the regional plans, CDOT also uses modal, topical, and functional area plans like the Asset Management Plan, Strategic Highway Safety Plan, Freight Plan, Transit Plan, and

Active Transportation Plan to inform the development of the 10-Year Plan. This comprehensive process identifies projects that align with the TC's PD 14 goal areas.

The CDOT DAF is responsible for generating revenue projections for 10-Year Plan strategic funds. CDOT utilizes these projections to prioritize projects within the 10-Year Plan, working in four-year increments. In compliance with [SB24-184 “Support for the Development of Surface Transportation Infrastructure”](#), the CTIO enterprise is mandated to revise its strategic plan to align with the 10-Year Plan. Similarly, other partnering CDOT enterprises have adopted a model to ensure enterprise funding aligns with the 10-Year Plan.

Upon completion of the GHG emissions modeling to demonstrate compliance with the Standard, CDOT releases the draft 10-Year Plan for a 30-day public and stakeholder review and comment period. Once all comments are received and addressed, the draft 10-Year Plan is submitted to the TC for approval.

As required by the Standard, all Regionally Significant Projects within the updated 10-Year Plan were coded into the travel demand model, a process referred to here as the “compliance run.” Notably, there are no new Regionally Significant Projects for the non-MPO areas in the updated 10-Year Plan. The five Regionally Significant Projects in the non-MPO areas of the state that were included in CDOT’s baseline plan are still in the updated 10-Year Plan:

1. I-70 West Vail Pass (0442/1161),
2. US 40 Fraser Safety Improvements (1259),
3. US 160 Elmore’s Corner East (1334),
4. I-70 West Floyd Hill (0004), and
5. I-70 climbing lane from Bakerville to Eisenhower Tunnel (2582).

These projects are reflected in both the baseline and compliance Travel Demand Model runs.

CDOT also adjusted several assumptions within the model to reflect changed travel patterns resulting from the COVID-19 pandemic and increased investments in multimodal funding. The final assumptions used in the modeling that supports this report are summarized in [Table 5](#) below. These model adjustments for the updated 10-year plan remain identical to the assumptions made in CDOT’s 2022 compliance demonstration.

- The percentage of Coloradans working from home increased. Prior to the COVID pandemic, US Census Bureau data used by CDOT in its modeling work estimated that 6.3% of Colorado workers worked from home on a typical day. During the COVID pandemic, the Census Bureau conducted a series of weekly “pulse”

surveys, in which as many as 45% of Colorado households said that some adults in their household had shifted some or all work trips to work-from-home due to COVID, over and above pre-existing work-from-home habits. While these data do not of course provide certainty of future work-from-home behaviors, there are no indications that work-from-home behaviors will return fully to their pre-COVID levels. CDOT therefore has adjusted the statewide model to produce approximately 20% work-from-home. This level of working from home corresponds well to the 19.9% of Colorado workers reporting working from home in the [1-year 2024 American Community Survey data](#). This represents a somewhat more conservative assumption than is being used by DRCOG and the NFRMPO. Teleworking opportunities are generally more plentiful in denser urban areas, where broadband infrastructure has long been in place, and many jobs are in the information sector. In contrast, rural jobs in the agriculture, extraction or recreation sectors by their nature require in-person presence.

- Rural residents will use an increased amount of tele-health and tele-university due to broadband expansion. On December 2, 2025 the Colorado Broadband Office was approved to receive \$420.6 million in federal funding from the Infrastructure, Investment and Jobs Act (IIJA) for the state's broadband infrastructure. The funds are anticipated to be strategically deployed to connect Colorado's most remote communities, providing high-speed internet to more than 96,000 Coloradans.
- Changes to average bicycling and walking speed and adjustments in model factors reflect increased adoption of e-bikes and a greater perception of bicycle/pedestrian safety, comfort and convenience among some demographic groups that currently are less likely to use active modes. All these changes contribute to more trips using these modes and are expected to occur due to expanded investments in bicycle and pedestrian infrastructure.

**Table 5. Model Assumption Changes between Baseline and Compliance Scenarios**

Parameter	Baseline (all horizon years)	2030 compliance	2040 compliance	2050 compliance
Tele-work	6%	20%	20%	20%

Parameter	Baseline (all horizon years)	2030 compliance	2040 compliance	2050 compliance
Telehealth and teleuniversity	Low in pre-COVID period	Telehealth: replaces 2% of personal business trips by non-MPO residents Teleuniversity: replaces 2% of personal business trips by non-MPO residents (3 of 5 days on campus)	Telehealth: replaces 2% of personal business trips by non-MPO residents Teleuniversity: replaces 40% of trips by non-MPO students (3 of 5 days on campus)	Telehealth: replaces 2% of personal business trips by non-MPO residents Teleuniversity: replaces 40% of trips by non-MPO students (3 of 5 days on campus)
(Perceived) <sup>10</sup> Walk speed	3 mph	5 mph	5 mph	5 mph
Bike speed	12 mph	13 mph	13.7 mph	14.3 mph
E-bike adoption <sup>11</sup>	negligible	25%	42%	58%

Plan elements by mode in the 10-Year Plan compliance model run are depicted as follows:

- Highway: In the non-MPO areas, the plan contains a number of highway projects, none of them added substantial lane miles, interchanges, etc., so in the non-MPO areas, the network is essentially the same as the baseline scenario.
- Transit: the travel model network includes all existing urban and small town fixed-route services, and existing Bustang services. New rural transit and Bustang/Outrider expansion (post 2020) was evaluated in the context of the Mitigation Action Plan, separate from the travel model. The compliance scenarios include the FRPR and Mountain Rail services anticipated during each horizon year. In 2030 the anticipated services are Joint Rail between Denver

<sup>10</sup> Pedestrians are not assumed to walk faster in the future. Rather, improvements to the pedestrian infrastructure and environment will make a one-mile walk “feel like” it only takes 12 minutes in the future, compared to the (actual) 20 minutes it takes today.

<sup>11</sup> Future bike speeds are a result of e-bike adoption. Assumes 12 mph for “classic” bikes and 16 mph for e-bikes.

Union Station (DUS) and Fort Collins' South Transit Center, and Mountain Rail between DUS and Granby. Service for 2040 and beyond assumes full build-out of Pueblo to Fort Collins for FRPR and Craig to DUS for Mountain Rail.

- Bicycle/pedestrian: as discussed above, bicycle/pedestrian parameters simulating lower use of these modes by some demographic groups were reduced by 50%, simulating improved acceptance of these modes in these demographic groups.

Compliance run emissions results are summarized in [Table 6](#) below.

**Table 6. CDOT GHG Emissions from Updated 10-Year Plan by Horizon Year in MMT**

GHG Horizon Year	2030	2040	2050
Statewide weekday VMT	155,788,468	169,634,853	183,481,237
Non-MPO area weekday VMT	37,156,273	40,541,169	43,926,065
2027-2036 10-Year Plan GHG Emissions (MMT)	4.495	3.061	2.371

Sources: CDOT, APCD

Note: The statewide VMT presented in the table is estimated by the StateFocus model. Only the non-MPO portion of this VMT should be relied upon, since MPOs provide their own model estimates of VMT within their respective regions.

## **GHG Modeling Result Summary**

The effects on total estimated annual GHG emissions of the 2024 DOLA revised development forecast and of the updated GHG emissions calculation methodology (both described above) have effects in opposite directions. The revised DOLA forecast reduces the total amount of predicted VMT and associated GHG emissions in the state; whereas the updates to the emissions calculations methodology increase the amounts of GHGs emitted per VMT.

The net effect of these changes is more heavily influenced by the increases in the GHGs emitted per VMT than the decrease in overall VMT. This increases total predicted annual onroad GHG emissions in future years and modeled emissions reductions as reductions in vehicle miles traveled are associated with a higher emissions benefit.

**Table 7. GHG Modeling Result Summary**

GHG Horizon Year	2030	2040	2050
Baseline 10-Year Plan GHG Emissions (MMT) <sup>12</sup>	4.886	3.315	2.558
Updated 2027-2036 10-Year Plan GHG Emissions (MMT)	4.495	3.061	2.371
Total Modeled GHG Reductions (MMT)	0.391	0.254	0.188
2 CCR 601-22 Table 1 Required GHG Reduction Amount (MMT)	0.360	0.300	0.170
<b>Additional Reductions Needed from a GHG Mitigation Action Plan (MMT)</b>	<b>None</b>	<b>0.046</b>	<b>None</b>

## GHG Mitigation Measures

As shown in [Table 7](#), CDOT needs to implement GHG mitigation measures for compliance year 2040 through a GHG MAP to meet the reduction levels required for compliance with the Standard. CDOT also recorded voluntary mitigation measures for 2030 and 2050 for projects and programming which have already occurred or have dedicated future funding, but were not included as part of the modeling work. CDOT is committed to implementing GHG mitigation measures that in some cases go above and beyond what is required to maintain compliance with the Standard based on the most recent 2025 modeling, to provide assurance necessary reductions are achieved. CDOT intends to use a combination of GHG mitigation measures including land use, transit, medium/heavy duty electrification and traffic operation strategies. These measures are described in detail in the GHG MAP in Appendix A of this document. [Table 8](#) below summarizes the mandatory and voluntary GHG mitigations to be implemented by CDOT to meet the reduction levels and achieve compliance. Progress on achieving these GHG mitigation measures will be reported to the TC annually as required by the Standard under Section 8.02.7. Based on modeling the baseline and updated 2027-2036 10-Year Plan CDOT is only required to achieve an additional 46,000 metric tons of GHG mitigation reductions in 2040. The remainder of the GHG mitigation reductions referenced below are voluntary and go above and beyond what is required by the Standard for this compliance demonstration.

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<sup>12</sup> These emissions values represent the updated GHG emissions calculations for the baseline plan based on the 2025 modeling.

**Table 8 - GHG Mitigation Measures Summary Table**

<b>Mitigation Measure</b>	<b>Greenhouse Gas Reductions</b>		
	<b>2030 (MT/year)</b>	<b>2040 (MT/year)</b>	<b>2050 (MT/Year)</b>
<b>Land Use Strategies</b>			
Increase residential density	0	3,900	1,800
Mixed-use Transit-Oriented Development (TOD) - moderate intensity	0	14,950	7,150
<b>Land Use Strategy Subtotal</b>	<b>0</b>	<b>18,850</b>	<b>8,950</b>
<b>Transit Strategies</b>			
Rural Transit Service Recovery	4,457	3,175	4,038
Bustang and Outrider	9,355	4,678	4,678
CTE SB24-230 Formula Grant Program	8,664	4,435	4,503
<b>Transit Strategy Subtotal</b>	<b>22,476</b>	<b>12,288</b>	<b>13,219</b>
<b>Medium-Duty and Heavy-Duty Electrification Strategies</b>			
Electric Transit Vehicle for Rural Transit Agencies	5,950	8,360	6,438
<b>Traffic Operations Strategies</b>			
Roundabout Construction	5,636	6,850	2,833
Traffic Signal Retiming	4,165	1,584	0
<b>Traffic Operations Strategy Subtotal</b>	<b>9,800</b>	<b>8,434</b>	<b>4,623</b>
<b>Grand Total</b>	<b>38,227</b>	<b>47,932</b>	<b>31,440</b>

## Conclusion

CDOT's priorities for updating the 10-Year Plan, as described in PD 14, are to sustainably increase transportation choice, advance safety, and fix our roads. Through the development of the updated 10-Year Plan CDOT also focused on aligning the

project mix to achieve compliance with the GHG Planning Standard and reduce GHG emissions in non-MPO areas of the state for each future compliance year. In 2030 and 2050 CDOT will achieve the required GHG reductions through modeling the project mix alone. In 2040 CDOT will achieve the required GHG reductions through both modeling and implementation of GHG mitigation measures. A summary of CDOT's compliance is provided in [Table 9](#) below.

**Table 9. GHG Reduction Results and Compliance**

Compliance Year	2030	2040	2050
GHG Reductions Achieved through Modeling (MMT)	0.391	0.254	0.188
Required GHG Reductions Achieved through Mitigations (MMT)	-	0.046	-
Additional Voluntary GHG Reductions Achieved through Mitigations (MMT)	0.038	0.002	0.031
Total GHG Reductions Achieved (MMT)	0.429	0.302	0.219
2 CCR 601-22 Table 1 Required GHG Reduction Amount (MMT)	0.360	0.300	0.170
<b>Compliance Achieved?</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>

# Appendix A - GHG Mitigation Action Plan

## Appendix A.1 - Greenhouse Gas Emissions Reductions

Based on the results of CDOT's modeling of GHG emissions impacts from the baseline 10-Year Plan and updated future action scenario 10-Year Plan CDOT will need to implement a GHG MAP as allowed by 2 CCR 601-22 Section 8.02.6.3. Mitigation measures are needed to help meet the GHG reduction targets in 2040 but not 2030 and 2050. Voluntary mitigations not needed for compliance are also reported for 2030 and 2050 to reflect projects and programs which have already occurred or have dedicated funding streams. For the purposes of this report mitigations are counted and accredited out through 2050. A summary of the necessary GHG reductions necessary to achieve through mitigation measures to comply with the requirements of Table 1 in the Standard is provided in [Table A-1](#).

Table A-1. GHG Mitigations Summary

Compliance Years	2030	2040	2050
GHG Reductions achieved through modeling the 10-Year Plan's mix of projects (MT)	391,000	254,000	188,000
Required GHG Reductions achieved through Mitigation Measures (MT)	-	46,000	-
Voluntary GHG Reductions achieved through Mitigation Measures (MT)	38,245	1,931	32,869
Total GHG Reductions Achieved (MT)	429,245	301,931	220,869
Table 1 GHG Reduction Target (MT <sup>13</sup> )	360,000	300,000	170,000
Compliance Achieved?	Yes	Yes	Yes

The mitigation measures outlined below represent an update to the original GHG MAP CDOT developed in 2022. Some previous strategies have been removed, such as transportation demand management, while others have been added, such as signal retiming as a transportation operations strategy. Furthermore, some existing strategies have been modified to increase target metrics based on CDOT's increased focus in those areas.

<sup>13</sup> Metric Tons (MT)

## Appendix A.2 - GHG Mitigation Measures Analysis

### Land Use Strategies

#### CDOT Multimodal Investments and Internal Policies to Encourage High-Density, Mixed-Use Development

The benefits of dense, mixed-use land use patterns for transit, multimodal travel, and VMT reduction are widely accepted. PD 1610 acknowledges these foundational dynamics by including land use as an option for mitigation credit. The land use mitigation measures described below as part of CDOT's compliance framework focus on increasing residential density and mixed-use transit-oriented development in the non-MPO areas of Colorado.

Non-MPO areas of Colorado are a unique mix of communities and regions. Many of Colorado's rural communities with agricultural based economies may not be the best suited for increased mixed use transit-oriented designs. However, mountain towns and rural resort communities that have been experiencing faster population growth and development pressures from their tourism-based economy may be primed to invest in mixed-use, transit-oriented nodes. Due to the winter weather, mountain topography, and resulting limitations for buildable land or expanding highways, many of these non-MPO areas with strong tourism-based communities are already linking land use and transportation solutions. Further investments may increase potential VMT reductions by increasing infill development and expanding regional transit and multimodal networks.

CDOT's GHG MAP (2022) identified that with strategic investments and support from CDOT, the potential to increase the amount of high-density zoned areas in non-MPO Colorado as a whole exists. Increasing opportunities to walk, bike, and take transit are critical for high-density development to be an attractive option for communities to apply in appropriate areas. CDOT's role in providing multimodal investments, in partnership with local governments, was identified as critical to making the reductions in GHG emissions via land use a viable option.

Since 2022, several main activities have supported this strategy to become a reality and two elements have created challenges for state-level GHG emission reduction goals:

- **Supportive:** The State Legislature has taken action to increase housing opportunity across Colorado's communities by passing several bills, which began

implementation largely by the DOLA in 2024 and 2025 (discussed more in External Policies section).

- Supportive: The same laws have varying levels of partnership and collaboration with CDOT's Land Use Program.
- Supportive: Governor Polis has required state department funding opportunities to prioritize scoring for communities who are "Strategic Growth Law Compliant" through two Executive Orders ([D 2025 005](#) in May and [D 2025 011](#) in August, 2025).
- Supportive: PD 1610 acknowledges the interrelationship between mixed use land uses, active transportation opportunity, and the ultimate reduction of GHG.
- Supportive: A "built environment" component was added to the scoring within the last Transportation Alternatives Program (TAP) funding call to align transportation decision making with land use.
- Challenge: Shifting federal priorities has created funding and other challenges for state-level GHG emission reduction strategies.
- Challenge: State budgeting constraints have reduced funding for dedicated multimodal and innovative transportation funding opportunities.

### **External Policies to Encourage High-Density, Mixed-Use Development and CDOT Collaboration**

The 2024 and 2025 legislative sessions saw the passage of seven State Land Use and Housing bills largely being implemented by the DOLA. These bills ([HB24-1007](#), [HB24-1152](#), [HB24-1313](#), [SB24-174](#), [HB24-1304](#), [HB25-1273](#), [SB25-002](#)) span many topics in land use and housing including:

- Removing residential occupancy limits that are based solely on family relationships;
- Allowing and streamlining review and approval processes for certain types of homes such as Accessory Dwelling Units (ADUs);
- Removing parking minimums in specific areas of certain jurisdictions for small and moderate sized residential development;
- Requiring building code amendments;
- Identifying transit oriented communities and ensuring more zoning capacity for multifamily housing near transit;
- Requiring new components of comprehensive plans; and more.

These laws rely on best practices to densify communities over time through increased zoning capacity in infill areas and near transit and streamlined approval processes; encouraging opportunities for mixed-use redevelopment so communities can offer more types of homes and businesses in a smaller land footprint; and identifying

specific areas suitable for greater access to transit and active transportation as a result of increases in residential capacity.

These laws all influence the way Colorado continues to grow, which has an effect on how Coloradans travel and move in their communities, regionally, and across the state. Due to the growth patterns in the state, the majority of these laws apply to urbanized communities along the Front Range that are within MPOs; for several of the laws, communities outside of these subject jurisdictions may opt-in voluntarily. While generally, all of these laws have a tertiary impact on the State Highway system and assets; two laws in particular, HB24-1313 and SB24-174, are responsible for creating the [Neighborhood Centers](#) program. The Neighborhood Centers program and these two laws require CDOT's involvement and consideration, and also have potential to reduce transportation related GHG emissions in the non-MPO areas of the state.

Identified in SB24-174 and HB24-1313, the Neighborhood Centers program is an interagency incentive program that builds on the tradition of state and local support for “mixed-use pedestrian-oriented neighborhoods”. Neighborhood Centers are voluntarily designated by local governments in areas that meet the criteria established by DOLA. Generally, Neighborhood Centers are dynamic focal points in neighborhoods where housing, commerce, community, and mobility converge, like the main streets of Colorado’s historic mountain towns, small towns, or walkable neighborhoods in cities. Neighborhood Centers may be designated in areas that currently exist as mixed-use pedestrian-oriented neighborhoods, or in areas that anticipate becoming a mixed-use pedestrian-oriented neighborhood over time through plans and policies.

[SB24-174](#) (Sustainable Affordable Housing Assistance) creates the opportunity for communities across Colorado to voluntarily designate as “neighborhood centers.” By December 31, 2026, State departments (Departments of Local Affairs, Transportation, Natural Resources, Public Health and Environment, Personnel and Administration, as well as the CEO and Office of Economic Development) who provide grants for the primary purpose of supporting housing and land use planning must determine how to prioritize areas that are designated as a neighborhood center. As a Department that does not typically provide grants for the designated purposes, by December 31, 2026, CDOT must determine appropriate grant opportunities to prioritize funding to communities who designate as a neighborhood center.

The strategic streamlining and prioritization of funding is presented in this law in relationship to the [Neighborhood Centers](#) concepts. Currently, the Neighborhood Centers concept is in a pilot designation phase to finalize the criteria that will be used in 2026. SB24-174 has additional components with important implications for increasing residential density in the non-MPO areas of the state. Three components

most relevant to CDOT are the strategic growth element, Housing Needs Assessment, and Housing Action Plan. The strategic growth element is required for all comprehensive/master plans across Colorado's communities, unless a county or region meets particular criteria to be excluded from this requirement outlined within the bill. The Housing Needs Assessment and subsequent Housing Action plan have varying applicabilities for subject jurisdictions, but the criteria is based on population and affects communities in both non-MPO and MPO boundaries.

[HB24-1313](#) (Transit Oriented Communities) applies to the MPO areas of the state and seeks to improve opportunities to construct housing near transit, create more accessible and affordable housing options, and improve access to transit and multimodal services. Notably, many of the identified transit corridors are on state highways and will require a level of coordination and collaboration with CDOT. Additionally, this bill requires that CDOT create a "Policy Flexibility & Context Study" that examines the Access Code, Roadway Design Guide, and pedestrian and bicyclist crossings. The study must examine the impacts that these policies have on neighborhood and transit centers, housing production, the implementation of context sensitive design, complete streets, and pedestrian and bicyclist safety. This study is anticipated to be completed in 2026.

Together, these laws and Executive Orders create a shared state agency investment strategy that will reduce costs of the extension of utilities and services, promote infill and redevelopment of underutilized parcels, promote development near transit and job centers, and preserve natural and agricultural lands (see Measure Origin and History). Given this focus, it is rational to conclude that existing trends, state agency strategic investments, and support from CDOT, could lead to an increase in the amount of high-density zoned areas in non-MPO Colorado as a whole. Increased options to walk, bike, and take transit are critical for high-density development to be an attractive option for communities, and CDOT's role in providing multimodal investments in partnership with local governments is critical to making the reductions in GHG emissions via land use discussed here a viable option.

## Land Use Strategies GHG Reduction Benefits and Timing

**Table A-2. PD 1610 GHG Mitigation Benefit Emissions Factor Summary - Land Use Strategy**

Mitigation Project Type	Unit	Project Lifetime (Years)	MT GHG/Unit 2030	MT GHG/Unit 2040	MT GHG/Unit 2050
Increase residential density	Per acre rezoned from <10 units/acre to at least 15-25 units/acre meeting "smart growth" criteria	30	22	13	6
Mixed-use TOD - moderate intensity	Per acres of area rezoned for mixed-use TOD accommodating at least 15 residential units/acre and 100 jobs/acre, within ½ miles of high-frequency bus transit or fixed guideway station	30	40	23	11

[Table A-2](#) forms the basis of the GHG reduction estimates in Table A3. For example, 300 acres of increased residential density by 2040 results in 3,900 MT of GHG reduction in 2030 (300 acres \* 13 MT), as shown in [Table A-3](#). Land use measures in PD 1610 have a 30-year lifetime, so any measure that occurs by 2040 will also be garnering GHG reduction in 2050, which is reflected in the GHG emission reduction calculations.

For the purposes of this MAP, acres of TODs act as a temporary proxy for acres that may decide to become designated as Neighborhood Centers. The Neighborhood Centers concept most closely mirrors TOD, with a focus on mixed-use qualities, dense housing, and proximity to transit - but it is not a perfect match. Given the relative newness of the Neighborhood Centers program, CDOT plans to add a Neighborhood Centers specific mitigation measure to PD 1610 once the criteria have been further defined following the current pilot round.

**Table A-3. Land Use GHG Mitigations for CDOT's Compliance, 2030-2050**

Project Type	2040 Units (Acres)	MT GHG Reduction 2040	MT GHG Reduction 2050
Increase residential density	300	3,900	1,800
Mixed-use TOD - moderate intensity	650	14,950	7,150

### Co-benefits

Land use changes also generate co-benefits in the form of VMT reduction and the reduction of harmful air pollutants. These benefits are quantified in [Table A-4](#) below.

**Table A-4. Annual Estimated Pollutants Avoided (kg) and VMT avoided from the Combined Land Use Mitigation Measures, 2040-2050**

Co-benefit	2040	2050
CO	138,534	47,789
NOx	1,415	503
PM 2.5	785	657
SO <sub>2</sub>	149	65
VOCs	3,789	1,767
VMT reduction	94,364,850	94,364,850

VMT avoided is based on the calculations associated with built environment changes in PD 1610, which assumes 77,800 VMT is reduced annually for every acre of increased residential density, 174,706 VMT is reduced for every acre of mixed-used TOD (higher intensity), and 109,268 VMT is reduced for every acre of mixed-used TOD (moderate intensity).

### Measure origin and history

The 2022 MAP recognized four land use strategies as an effective way for CDOT to strategically invest in communities' active transportation, transit, and complete street

programs to spur local rezonings, development, and interest in more compact and dense communities. CDOT has decided to remove the “increase jobs density” component of the previous mitigation strategy after determining the threshold established in PD 1610 is not achievable for the non-MPO areas of the state. Originally, 43 communities across Colorado were identified as non-MPO communities to track local rezonings and TOD changes to contribute to the previous MAP. To further CDOT’s intent to support these goals, a built environment scoring component was added to the 2023 Transportation Alternatives Program (TAP) call. The 2026 TAP call for new grantees will integrate Strategic Growth and [Neighborhood Centers](#) into the scoring rubric to decide awarded projects.

Due to the collaborative efforts between CDOT and other state agencies on the strategic growth laws passed in 2024 and 2025, there are a few new, expanded elements to understand land use as a strategy to reduce GHG emissions and meet the standard. These expanded elements are occurring because of an increased and coordinated state-level approach to “strategic growth.” Defined in the [Strategic Growth Report](#), strategic growth is “a fiscally and environmentally sustainable approach to land use planning, housing, community well being, and infrastructure that promotes the development or redevelopment of vacant and underutilized influx parcels and mitigates the need for extensions of infrastructure and public services into natural and agricultural lands.” This coordinated approach is aligning funds, programs, and data availability.

The Strategic Growth Report (required from SB24-174) completed a “Transect Analysis”, supported by work from the CDOT travel modeling unit and explains typologies of place as it relates to metrics like density, housing costs, household expenses, water use, VMT, and GHG emissions.

Using the “Transect Analysis” from the Strategic Growth Report, it is more likely the “downtown” and “urban core” place types will have the potential to yield the greatest GHG Emissions and VMT reductions from the State’s Strategic Growth Laws (see Transect of Place Types in Colorado in [Figure A-1](#)). The “downtown” and “urban core” are within more heavily populated and economically dense MPO jurisdictions. It is unrealistic to assume Colorado’s non-MPO jurisdictions would evolve or develop to experience the same, or even a similar, scale of residential, commercial, and economic densities as Census Urban Areas<sup>14</sup> that are required to be part of a MPO jurisdiction. As a result, the “Traditional Neighborhoods” category are the most likely place types that may see the greatest GHG reductions from coordinated CDOT

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<sup>14</sup> Federal law requires Census Urban Areas with a population of 50,000 or more to form an MPO.

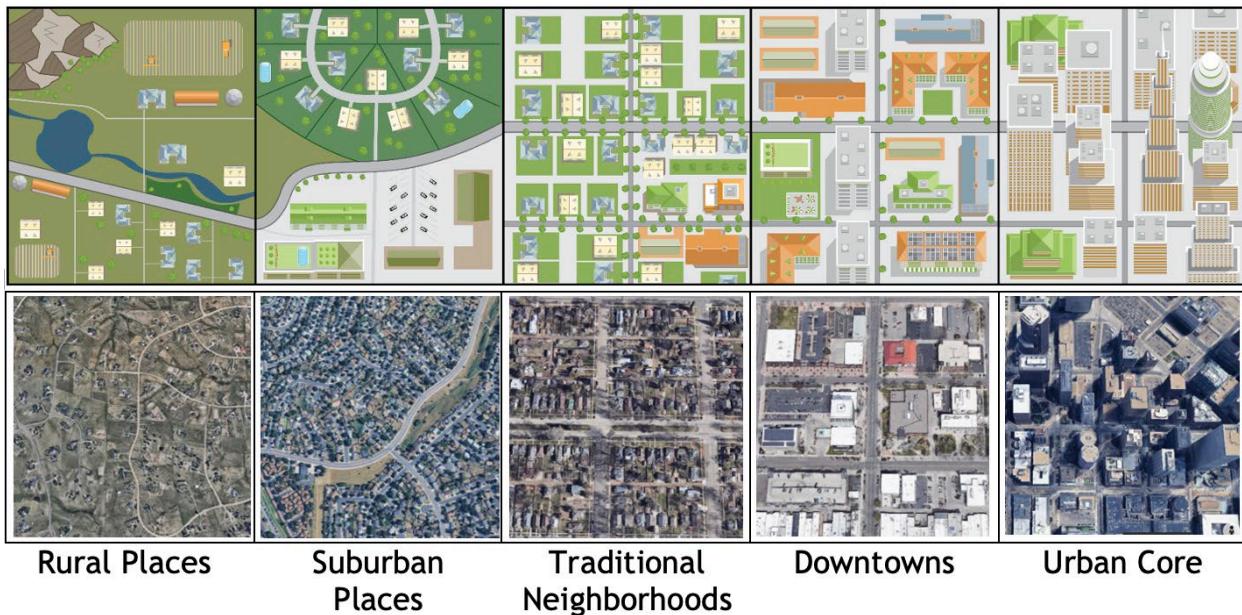
investments in non-MPO areas and will be the focus area for the GHG land use category moving forward.

Traditional Neighborhoods (see [Figure A-1](#)) are characterized by walkable areas with mixed housing options, more affordable homes, and moderate densities; this most closely aligns with Area Type 3 (AT 3)<sup>15</sup> in CDOT's travel demand model. For example, the two largest “urban areas” in the non-MPO areas are Cañon City and Montrose, which each have populations of just under 25,000 and their downtowns are represented as Area Type 3 in the CDOT model. Approximately 70 potential locations totaling over 10,000 acres have been identified through CDOT's Model that meet these characteristics and type specification and highlights the potential to achieve the land use changes proposed by this mitigation measure.

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<sup>15</sup> Within the model's description, AT 3 has a population density between 5,200 and 10,000 persons per square mile in a half-mile radius around the zone centroid or 2,300 to 8,000 jobs/square mile.

**Figure A-1. Transect of Place Types in Colorado**



### Funding/Resources/Partnerships

For strategic growth funding priorities to be successful, collaborative and coordinated approaches between land use and transportation are essential. Currently, state agencies are developing coordinated and collaborative approaches to implement the state's land use and housing laws which will affect how the Land Use GHG mitigation measures develop in the near and long term. There are a few notable items affecting the implementation of these laws.

First, Governor Polis signed two related Executive Orders, [D 2025 005](#) in May and [D 2025 011](#) in August 2025. [D 2025 005](#) directs DOLA to [summarize a framework, criteria, and benchmarks](#) established in HB24-1007, HB24-1152, HB24-1304, HB24-1313, SB24-174, HB25-1273, and SB25-002. This process [identifies and certifies Strategic Growth Compliant Local Governments](#) to establish priority for state funding opportunities on at least a quarterly basis. The second Executive Order, [D 2025 011](#), lists specific state funding opportunities that must prioritize scoring for local governments who are certified as Strategic Growth Compliant. Eight CDOT funding opportunities are required to integrate prioritized scoring: MMOF, TAP (statewide), Safe Routes to School, E-mobility Education and Awareness Grants, Transportation Demand Management Innovation Grants, Roadside and On-board Unit In-Kind Grant, Transportation Management Organization Seed Funding, and RMS.

Additionally, funds like the NAAPME and CTE are being implemented through CDOT and have sizable distributions. NAAPME's 10-Year Plan (2024) and Community Clean

Transportation Assistance support active transportation and transit projects, mostly within MPO areas, but still have important implications for the greater transportation network. CTE invests in a variety of transit and electrification efforts and the SB230 Formula Program requires a “local zoning” component as part of the apportionment formula for transit agencies around the state.

Last, SB24-174 “Sustainable Affordable Housing Assistance” requires prioritized scoring for community locations that are designated as “Neighborhood Centers.” Per SB24-174, by December 1, 2026, CDOT is required to identify applicable and appropriate grant fund opportunities that will prioritize scoring for locations designated as “neighborhood centers.” To date, the TAP funding has been identified as a logical funding opportunity to prioritize scoring for locations that are certified as Neighborhood Centers. As the Neighborhood Centers program grows, it is possible CDOT may want to consider more funding opportunities that prioritize Neighborhood Center locations to create a greater return on our investments to meet our GHG Goals through the land use measure.

Historically, state transportation policy and funding have interacted with land use development patterns in a way that moves both systems further from strategic growth principles, often leading to increased sprawl and increased long-term system costs. Highways and roads have traditionally been more reliably funded than transit, bicycle, and pedestrian infrastructure, encouraging development in areas best served by highways, i.e. areas further from city centers, as roads make commuting feasible from more distant locations. More miles of road and longer service utility lines (including water, electricity, and sewer) increase system maintenance and capital costs. However, the last decade has seen the state increase in dedicated funding for transit and active transportation, despite the reductions seen over the last few years due to state budget constraints.

While these land use changes will not be directly funded by CDOT, CDOT will seek to understand how SB21-260, SB22-180, SB24-230, and 10-Year Plan Strategic funds can be used to fund the transportation programs, projects and grants that seek to encourage and support such built environment changes.

### **Other info as needed**

While large MPOs have many advantages in measuring GHG emissions reductions via improved land use patterns due to land use models that supplement travel demand models and more robust data from local governments, CDOT is in the beginning stages of understanding and considering how to track, measure, report and support sustainable land use with appropriate transportation infrastructure in the non-MPO

areas of the state. This effort will be supported by the tracking and reporting components built into the Sustainable Affordable Housing and Transit Oriented Communities laws.

Further, DOLA has begun a Neighborhood Center [Pilot Round](#) to finalize the criteria established by DOLA which was published on June 30, 2025. The [Program Guideline](#) outlines the criteria for Neighborhood Centers based on location, efficient approval processes, density, and pedestrian oriented and mixed use characteristics. The Neighborhood Center criteria will be finalized in 2026.

## Transit Strategies

### Bustang and Outrider

Bustang, CDOT's interregional express bus service, began operation in 2015 to connect urbanized areas across the State. This service has three main lines: the North Line (Denver to Fort Collins), West line (Denver to Grand Junction), and the South Line (Denver to Colorado Springs). In 2022, SB22-180 was passed, providing \$30M in direct funding to the expansion of Bustang service through a three-year pilot program. This pilot program planned to expand service along the I-25 corridor by 200% on weekdays, 200% on weekends, and service along I-70 west increased by approximately 250%. The full expansion of the North and South lines was achieved in November 2024 and the final phase of expansion of the West Line was completed in December 2024. This mitigation measure assumes the continuation of this expanded service from present day out to 2050.

Outrider was launched in 2018, and builds and expands transit service to connect rural areas to primary corridors and larger cities and towns. This transit service offers eight routes and focuses on providing reliable and affordable transportation options, often partnering with local transit agencies to ensure comprehensive and accessible service. In 2022, there was a service expansion that included an increased frequency of the Sterling to Denver Route, increasing from one daily round trip on Tuesday and Thursday to running daily Monday through Friday. Outrider had another update in 2024 by adding a stop at Denver International Airport (DEN) and eliminating other stops that saw low ridership, resulting in a decrease in the trip time from Sterling to Denver by an hour.

### GHG Reductions Benefit and Timing

As seen in [Table A-5](#) below, Bustang and Outrider are both considered to be new or increased fixed route transit service between cities. Each project is measured per 1,000 vehicle revenue miles and the lifetime of each project is one year. Therefore,

the VRM goals established below are expected to be achieved within each respective compliance year.

**Table A-5. PD 1610 GHG Mitigation Benefit Emissions Factor Summary - Transit: Regional Service Expansion**

Mitigation Project Type	Unit	Project Lifetime	MT GHG/Unit 2030	MT GHG/Unit 2040	MT GHG/Unit 2050
New or increased fixed-route transit service - intercity fleet average bus	Per 1,000 vehicle revenue miles	1 year	2	1	1

CDOT plans to continue to invest in these transit services moving forward. To calculate the GHG reduction benefit of these services, annual VRM must be known or estimated. The VRM in Table A6 for Bustang are based on the final phase of expansion achieved as a result of SB22-180, continued in each compliance year. The VRM estimates for Outrider in [Table A-6](#) are based on the service expansions that have occurred since 2021. The GHG reduction benefits for each compliance year presume the established VRM goal will be achieved within each respective compliance year. CDOT bases the VRM goal only upon the VRM that is achieved within non-MPO areas, as some of the VRM occurs within the boundaries of the state's five MPOs.

**Table A-6. Transit Mitigations for CDOT's Compliance, 2030-2050**

Transit Service	Unit (new VRM)	MT GHG Reduction 2030	MT GHG Reduction 2040	MT GHG Reduction 2050
Bustang	3,913,568	7,827	3,914	3,914
Outrider	763,897	1,528	764	764
Total	4,677,465	9,355	4,678	4,678

### Co-benefits

While bus services can help reduce single occupancy VMT which reduces GHG emissions overall, Bustang and Outrider also provide other benefits. They reduce cars on the roadways, resulting in less traffic congestion and time savings for commuters. They

also reduce the need for personal vehicle use, allowing for cost savings through vehicle fuel and maintenance costs. By reducing the need to drive a personal vehicle, bus services can also reduce costs associated with vehicle crashes. Reducing vehicle crashes can lead to reduced medical, insurance, vehicle property, and lost workplace productivity costs.

**Table A-7. Annual Estimated Pollutants Avoided (kg) and VMT avoided from the combined effects of Bustang and Outrider**

Co-benefit	2030	2040	2050
CO	89,561	39,817	15,023
NOx	-	-	158
PM 2.5	110	197	206
SO <sub>2</sub>	62	40	21
VOCs	1,628	994	555
VMT avoided	43,033,000	43,033,000	43,033,000

VMT avoided is based on the calculation associated with intercity transit service in PD 1610, which assumes 9,200 VMT is reduced for every 1,000 new VRM.

### Measure Origin and History

CDOT launched Bustang in 2015, aiming to provide much needed transit to and from the communities along the I-25 and I-70 corridors. Then, in 2018 CDOT launched the Outrider service, aiming to bring rural connections to the Bustang I-70 and I-25 services.

### Funding/Resources/Partnerships

A handful of different funding sources will be used to sustain Bustang service. One funding source is MMOF, which funds multimodal transportation projects and can be used to improve statewide and rural transit. MMOF is expected to provide \$3-4 million to Bustang service from FY 26 through FY32. Another funding source is SB 09-108, or the Funding Advancements Surface Transportation Economic Recovery Act of 2009 (FASTER). Along with supporting the improvement of roadway safety and repairing deteriorating bridges, it also aims to support and expand transit. FASTER does not sunset or expire, ensuring that there is a reliable source of funding for Bustang for years to come, and therefore continuing to allow for reliable transit service through

Bustang. Other funding sources include the fare revenue from Bustang users and SB21-260, the Sustainability of the Transportation System bill, which will be used for Bustang mobility hubs and other similar projects.

## Rural Transit Service Recovery

Following the COVID-19 pandemic, traffic in many parts of the state returned to pre-pandemic levels, while transit ridership and service remained low. Through state and federal funds, CDOT aims to support the return of intercity, local, and demand response service levels of the state's rural transit agencies to pre-COVID levels by 2030 or earlier.

### GHG Reductions Benefits and Timing

This measure uses three mitigation project types from PD 1610 to calculate the project GHG benefits of local, intercity, and demand response transit service recovery throughout the non-MPO areas of the state. The GHG reduction benefits are measured by tracking increases in either vehicle revenue service miles (VRM) or vehicle revenue-hours (VRH) and the lifetime of each project is one year. Therefore the VRM and VRH goals established below will need to be achieved within each respective compliance year.

**Table A-8. PD 1610 GHG Mitigation Benefit Emissions Factor Summary - Transit: Rural Service Recovery**

Mitigation Project Type	Unit	Project Lifetime	MT GHG/Unit 2030	MT GHG/Unit 2040	MT GHG/Unit 2050
New/increased fixed-route transit service - intercity fleet average	Per 1,000 vehicle revenue-miles	1 year	2	1	1
New/increased fixed-route transit service - electric/diesel fleet average	Per 1,000 new vehicle revenue hours	1 year	4	5	7
New/increased demand-response bus service	Per 1,000 new vehicle revenue hours	1 year	-	1	2

To determine the GHG reduction benefit for rural transit service recovery, VRM for intercity transit and VRH for local transit and demand response must be known or

estimated. To develop the VRM and VRH estimates in [Table A-9](#), CDOT compared National Transit Database service data for rural agencies in 2019 (pre-pandemic) and 2020 (during pandemic) to determine how much service was lost and set a recovery target based on the difference.

**Table A-9. Rural Transit Service Recovery GHG Calculation of GHG Benefits, 2030-2050**

Transit Service	Unit	MT GHG Reduction 2030	MT GHG Reduction 2040	MT GHG Reduction 2050
Recovered intercity service	2,060,742 VRM	4,121	2,060	2,060
Recovered local service	84,004 VRH	336	420	588
Recovered demand response service	695,128 VRH	0	695	1,390
Total	-	4,457	3,175	4,038

### Co-benefits

**Table A-10. Annual Estimated Pollutants Avoided (kg) and VMT avoided from the combined effects of Rural Transit Service Recovery, 2030-2050**

Co-benefit	2030	2040	2050
CO	76,692	38,297	16,226
NOx	-	-	171
PM 2.5	-	150	223
SO <sub>2</sub>	47	37	22
VOCs	866	824	600
VMT avoided	46,502,800	46,502,800	46,502,800

VMT avoided is based on the calculation associated with intercity transit service, fixed-route (local) transit service, and demand response service measures in PD 1610. PD 1610 assumes intercity service avoids 9,200 VMT for every 1,000 new VRM, local

service avoids 89,700 VMT for every 1,000 VRH, and demand response service avoids 28,800 VMT for every 1,000 VRH.

### **Measure Origin and History**

The following rural transit agencies saw decreases in transit service operations due to the COVID-19 pandemic. These agencies also receive state and federal funding: Bent County Transit, The Lift (City of Winter Park), ECO Transit (Eagle County), Gunnison Valley RTA, Mountain Express, Northeast Colorado Association of Local Governments (NECALG), RFTA, San Miguel Authority for Regional Transportation (SMART), Senior Resource Development Agency, Southern Colorado Community Action Agency (SoCoCAA, based in Ignacio), Steamboat Springs Transit (SST), Summit Stage, Black Hawk & Central City Tramway, Cripple Creek Transit, Durango Transit, Ride Glenwood Springs, La Junta, Envida, East Central Council of Local Governments, All Points Transit (Montrose), Prowers County, Summit Stage, Teller County, Canon City, Avon Transit, Mountain Village, Snowmass Village, Galloping Goose, Via Mobility Services, Wet Mountain Valley Rotary, Dolores County, South Central COG, and Montezuma County. The majority of these transit agencies' services are not captured in CDOT's travel demand model and thus are suited for off model calculation.

This strategy was identified in CDOT's 2022 MAP. As part of the annual mitigation updates to the Commission, CDOT has tracked rural transit service recovery through the National Transit Database and seen a steady increase in VRM and VRH, as well as increases in ridership, throughout rural transit agencies.

### **Funding/Resources/Partnerships**

Rural transit agencies operations are funded primarily through Federal Transit Administration (FTA) formula funds for rural areas (FTA 5311 and FTA 5310), and local funding sources. Rural capital projects are funded through FASTER, SB17-267, FTA 5304, 5310, 5311, and 5339 funds.

### **CTE SB24-230 Formula Grant Program**

The SB24-230 Formula Grant Program focuses primarily on expanding transit operations throughout the state by investing in public transit, including vehicles, infrastructure, equipment, materials, supplies, maintenance, and operations and staffing, to achieve the level of frequent, convenient and reliable transit that is known to increase readership by replacing car trips with bus and rail trips and forms of transit known to support denser land use patterns that future reduce pollution due to shorter trip lengths and greater walking and cycling mode share. The program is run by CDOT's CTE and funded by the Oil and Gas Production Fee, discussed further below.

## **GHG Reductions Benefits and Timing**

Similar to Rural Transit Service Recovery, each project within the CTE SB24-230 Formula Grant Program is measured per 1,000 vehicle revenue miles or vehicle revenue-hours and the lifetime of each project is one year. In each compliance year the VRM and VRH goals established below will need to be achieved within each respective compliance year. Based on initial applications for the grant program received in the fall of 2025, these CTE funds will be used for both local and intercity service expansions in non-MPO areas of the state. Local service is represented by the “new/increased fixed-route transit service - electric/diesel fleet average” mitigation measure, which is associated with slower transit vehicle speeds and more frequent stops - resulting in reduced emissions benefits from a decrease in transit vehicle operating efficiency.

**Table A-11. PD 1610 GHG Mitigation Benefit Emissions Factor Summary - Transit: CTE Formula Grant Program**

Mitigation Project Type	Unit	Project Lifetime	MT GHG/Unit 2030	MT GHG/Unit 2040	MT GHG/Unit 2050
New/increased fixed-route transit service - intercity fleet average	Per 1,000 vehicle revenue-miles	1 year	2	1	1
New/increased fixed-route transit service - electric/diesel fleet average	Per 1,000 vehicle revenue-hours	1 year	4	5	7

To estimate the VRM and VRH increases associated with this grant program, which are necessary to calculate the GHG reduction benefit, CDOT reviewed the comprehensive operational analysis (COA) documents received by applicants in the first round of CTE applications. These COAs describe how rural transit agencies intend to use the SB24-230 funds to expand their transit operations over the next five years, including money requested and expected increases in VRM, VRH, and unlinked passenger trips.

However, not all of the COAs have been received for agencies that intend to use SB24-230 funds, as some agencies needed more time. CDOT estimated future revenue for the grant program, and used existing COA data on service and costs to estimate how the additional funds may translate to increases in VRH or VRM for rural transit agencies interested in the program. As additional COAs come in and CTE continues to track progress on this program, CDOT will be able to update this mitigation measure appropriately.

**Table A-12. CTE Formula Grant Program GHG Mitigation Benefit in the non-MPO areas**

Transit Service	Unit	MT GHG Reduction 2030	MT GHG Reduction 2040	MT GHG Reduction 2050
New/increased fixed-route transit service - intercity fleet average	4,438 VRM	8,527	4,263	4,263
New/increased fixed-route transit service - electric/diesel fleet average	34 VRH	137	171	240
Total	-	8,664	4,435	4,503

### Co-benefits

**Table A-13. Annual Estimated Pollutants Avoided (kg) and VMT avoided from the combined effects of the CTE Formula Grant Program in the non-MPO areas, 2030-2050**

Co-Benefit	2030	2040	2050
CO	196,755	86,799	36,676
NOx	-	-	386
PM 2.5	-	211	504
SO <sub>2</sub>	126	87	50
VOCs	1,457	1,775	1,356
VMT avoided	105,057,440	105,057,440	105,057,440

VMT avoided is based on the calculation associated with intercity transit service and fixed-route (local) transit service in PD 1610. PD 1610 assumes intercity service avoids 9,200 VMT for every 1,000 new VRM and that local service avoids 89,700 VMT for every 1,000 VRH.

### Measure Origin and History

Senate Bill 24-230 was passed in the Spring of 2024, expanding the business purpose of the CTE by setting up the Local Transit Operations Formula Program (known as the

SB230 Formula Grant Program). The program establishes a new funding source for mitigation measures and is thus being added to CDOT's MAP. Apportionments of the grant are based on a formula that incorporates the following six factors: population, population density, local zoning, transit ridership, vehicle revenue miles, and the share of disproportionately impacted community population or Transportation Disadvantaged Communities. The CTE has been working since January 2025 to implement the SB230 Formula Grant Program and allocate resources to agencies, is in the process of making the first grant awards, and anticipates the distribution of funds to eligible transit entities will begin in the second half of FY26.

### **Funding/Resources/Partnerships**

The Oil and Gas Production Fee, enacted as part of SB24-230, requires CTE to implement a production fee, based on quarterly average spot prices, that is paid quarterly by every producer of oil and gas in the state and applies to all oil and gas produced in the state on and after July 1, 2025. Proceeds from the fees are allocated to three programs: The SB230 Formula Program (70% of revenues), a discretionary transit grant program (10% of revenues), and a passenger rail program (20% of revenues). The SB230 formula Program will enable CTE to fund more transit-oriented projects across the state to expand transit service, increase ridership, and contribute to reductions in GHG emissions because of the additional business purpose and revenue stream from the Oil and Gas Production Fee. and For FY26, limitations on CTE funding levels resulting from Proposition 117 will result in SB230 Formula Program funding of about \$37 million. For FY27 and beyond, CTE projects annual funding levels will average \$70 to 80 million. However, because program funding levels are tied to oil and gas prices, they are likely to fluctuate over time.

## **Medium-Duty and Heavy-Duty Electrification Strategies**

### **Electric Transit Vehicles for Rural Transit Agencies**

This strategy measures the outcomes of CDOT's support for the replacement of diesel transit buses with electric transit buses in non-MPO areas. In CDOT's previous GHG MAP (2022) we established a goal of replacing 25 diesel transit buses with electric buses between 2020 and 2030. From 2020 to 2025, 13 electric transit buses have been placed into service in the state's rural areas through a combination of grant money from the CTE, the Volkswagen Diesel Emission Settlement Program, and federal grants. In the years to come, the CTE will play an important role in facilitating the transition of Colorado's transit fleet to zero emission vehicles (ZEVs). The CTE is an entity created within CDOT by SB21-260 which collects revenues through a Clean Transit Retail Delivery Fee to fund support for public transit electrification planning efforts, facility

upgrades, fleet motor vehicle replacements, as well as construction and development of electric motor vehicle charging and fueling infrastructure. The CTE public transit electrification program has now been operating for over three years and has awarded a total of approximately \$15.5 million in grants to entities around the state to support a transition to zero-emission transit services. This includes eight Zero-Emission Transition Planning grant awards (totalling just over \$500,000) and 11 Zero Emission Transit Capital Grant awards - one facility project, one infrastructure project, and nine vehicle projects which will result in 28 zero emission transit vehicle purchases (totalling \$15 million). The CTE opened a new round of grants on September 29, 2025 which will close on December 5, 2025.

### **GHG Reductions Benefits and Timing**

**Table A-14. PD 1610 GHG Mitigation Benefit Emissions Factor Summary - MD/HD: Electric Transit Vehicles**

Mitigation Project Type	Unit	Project Lifetime	MT GHG/Unit 2030	MT GHG/Unit 2040	MT GHG/Unit 2050
Replace diesel transit buses with battery-electric buses	Per new vehicle	12 years	85	76	74

**Table A-15. Currently Awarded EV Bus Grants**

Time Period	Number of EV buses placed into service	MT GHG Reduction 2030	MT GHG Reduction 2040	MT GHG Reduction 2050
2020 -2025	13	1,105	0	0
2026-2027 (estimated)	19	1,615	0	0
2028-2030 (estimated)	17	1,445	1,292	0
Total	49	4,165	1,292	0

[Table A-15](#) estimates the GHG reduction benefit achieved by grants for transit ZEVs in the non-MPO areas of the state. [Table A-14](#) re-displays the GHG reduction rates for transit bus electrification from PD 1610.0, which were used to calculate the benefits in Table A-15. From 2020 to 2025, 49 buses have been awarded to the non-MPO areas through CTE and other grants, 13 of which have been placed into service. The remaining 36 are expected to be placed into service over the next 5 years. Notably, the lifetime of an EV bus is 12 years, so any vehicle placed into service from 2020 to

2027 will not result in GHG emission reductions in 2040 or 2050. Additionally, any vehicle placed into service from 2020 to 2030 will not result in GHG emissions reductions in 2050.

In [Table A-16](#), CDOT estimates the GHG reduction benefit associated with how many new transit ZEVs the CTE might be likely to fund from grants that have yet to be awarded, between the most recent call for applications (beginning September 2025) through 2050. To develop the estimates on the number of transit ZEVs placed into service in the non-MPO areas of the state due to this program, CDOT forecast estimated Retail Delivery Fee revenues from the CTE 10-Year Plan, considered the relative percentage of grants that have been awarded to rural transit agencies, estimated the cost of transit ZEVs, the grant amount per vehicle, and the number of rural transit ZEVs funded per year. CDOT will revisit these future projections as more data becomes available.

**Table A-16. Future CTE Grant Projections for EV Bus Grants**

Timeframe	Number of ZEV Buses Placed into Service (estimated)	MT GHG Reduction 2030	MT GHG Reduction 2040	MT GHG Reduction 2050
2028-2030	21	1,785	1,596	-
2031-2037	57	-	3,876	-
2038-2040	21	-	1,596	1,554
Total	165	1,785	7,068	1,554

### Co-benefits

**Table A-17 - Annual Estimated Pollutants Avoided (kg) from the combined EV bus replacement strategy in the non-MPO areas, 2030-2050**

Co-Benefit	2030	2040	2050
CO	10,438	14,769	10,388
NOx	12,916	14,932	10,455
PM 2.5	418	280	196
SO <sub>2</sub>	15	21	15
VOCs	781	845	583

## Measure Origin and History

The CDOT Division of Transit & Rail (DTR) has helped to support the regular replacement of transit vehicles reaching the end of their service life with new transit vehicles (including hybrid and zero-emission models) for many years. In 2018, Colorado adopted its state Beneficiary Mitigation Plan (BMP) for the approximate \$68.7 million allocation of the national Volkswagen Diesel Emission Settlement, which dedicated \$30.6 million in the state's funding for the Settlement Program transit bus replacement grants. Settlement Program grants can fund up to 110% of the incremental cost of replacing an existing diesel vehicle with a zero-emission alternative, and since 2019 more than \$21 million of the original amount has been awarded. The grant programs created by the CTE in 2022 will continue this work into the future, with funding secured by the Clean Transit Retail Delivery Fee. With the increases in funding established by CTE CDOT decided to update this measure compared to the original commitments made in GHG MAP (2022).

## Funding/Resources/Partnerships

The CTE Board includes six members appointed by the governor, and executive directors or their designees from CDOT, Colorado Department of Public Health and Environment and the CEO. Appointed board members will serve terms of three or four years. SB 21-260 established several new fees on the delivery of items that are subject to the state sales tax, including the retail delivery fee, a portion of which funds the activities of the CTE, the Clean Transit Retail Delivery Fee, allowing it to issue grants, loans, and rebates to support electrification of public transit. Colorado Revised Statute (CRS) 43-4-1203 (7)(b) initially set the rate at \$0.03 per delivery, which is the maximum amount established by SB21-260, although the fee may be adjusted for inflation in future years. Since then, the CTE Board has made periodical adjustments of the fee to account for inflation.

## Traffic Operations Strategies

### Roundabout Construction

Roundabouts have long been recognized for their safety and mobility benefits. In addition, the increased efficiency they provide at intersections benefits air quality by reducing GHG emissions. In developing CDOT's updated Mitigation Action Plan we assessed more fully both local agency and CDOT funded projects since the adoption of CDOT's 2020 baseline 10-Year Plan. PD 1610 states, "A locally-driven project, not otherwise prompted or developed as a result of CDOT or MPO action (e.g. funded or directly incentivized) may be included in the MAP if it is a GHG Mitigation Measure

contained in Appendix A of this Policy.” The statewide travel model does not distinguish between a roundabout and traditional signalized intersection. Therefore, CDOT has included roundabout construction in the MAP to capture the additional air quality benefits the newly added roundabout projects provide. The scale of this measure is statewide for projects located outside of MPO areas.

### **GHG Reductions Benefits and Timing**

Replacing an existing signalized intersection with a roundabout or installing a completely new roundabout in lieu of an intersection are both treated as creditable under this measure since the air quality benefits are similar. The lifetime GHG reduction benefit of constructing a roundabout is considered to be 30 years. Therefore, any roundabouts constructed in 2020 and beyond will have a GHG reduction benefit through the last 2050 compliance year of the Standard. The PD 1610 emissions factors for this strategy are summarized below in [Table A-18](#).

**Table A-18. PD 1610 GHG Mitigation Benefit Emissions Factor Summary - Traffic Operation Strategies: Roundabouts**

Mitigation Project Type	Unit	Project Lifetime	MT GHG/Unit 2030	MT GHG/Unit 2040	MT GHG/Unit 2050
Replace Signalized Intersection with Roundabout	Per 10,000 AADT per roundabout	30 years	221	133	55

To determine the GHG reduction benefit the Annual Average Daily Traffic (AADT) must be known or estimated for the intersections. Data to develop these estimates was obtained from CDOT traffic counters. CDOT determined that between 2021 and 2025 twelve local agency and CDOT funded roundabouts were constructed in non-MPO areas with a total estimated combined AADT of 142,000. In addition, between 2026 through 2030 CDOT anticipates an additional 13 roundabouts will be constructed with an estimated combined AADT of 113,000. Beyond 2030 CDOT is setting some initial aspirational goals to build an additional 26 roundabouts with a minimum combined AADT of 260,000 between 2031 through 2040. Replacing a signalized intersection with a roundabout has a 30 year lifetime benefit. Any measure that occurs by 2030 will also be garnering GHG reductions in 2050, which is reflected in the GHG emissions reduction calculations. The projected rolling combined GHG reduction benefit for each horizon year is contained in [Table A-19](#) below.

**Table A-19. Projected Rolling Combined GHG Reduction Benefits for Roundabouts, 2030-2050**

Time Period	Number of Roundabouts Constructed within Time Period	Combined Total AADT of New Roundabouts	MT GHG Reduction 2030	MT GHG Reduction 2040	MT GHG Reduction 2050
2021 through 2030	25	255,000	5,636	3,392	1,403
2031 through 2040	26	260,000	-	3,458	1,430
Total	51	515,000	5,636	6,850	2833

### Co-benefits

Roundabouts improve air quality compared to traditional intersections by reducing vehicle idling and fuel consumption which reduces emissions. The primary reason for this is the continuous, free-flowing movement of traffic, which eliminates the need for vehicles to stop and accelerate frequently. Roundabouts are not a VMT reduction strategy. A detailed evaluation of pollutant co-benefits would require individual project level traffic simulation modeling and therefore was not possible. However, one study<sup>16</sup> indicates rebuilding of a signalised intersection into a roundabout resulted in an average decrease in CO emissions by 29% and NOx emissions by 21%.

### Measure Origin and History

While the safety and mobility benefits of roundabouts have been widely accepted in the transportation sector, in developing the Standard in 2021 CDOT also began to explore how roundabouts have the potential to lower GHG emissions. Through extensive analysis, CDOT has established that in addition to the extensive set of safety and mobility benefits, roundabouts also go a long way towards reducing emissions. The benefits of roundabout construction are considered additional because the GHG reduction benefits of roundabouts cannot be distinguished from a more conventional at-grade intersection by the travel demand model.

### Funding/Resources/Partnerships

<sup>16</sup> <https://www.sciencedirect.com/science/article/abs/pii/S1361920901000116>

Funding of roundabout projects may include support from local governments as well as state and federal funding. The combination thereof will not be determined until project programming occurs either by the local agency or CDOT through the 4-year prioritized plan as part of the 10-Year Plan process or the Statewide Transportation Improvement Program (STIP) through other CDOT Programs.

## Traffic Signal Retiming

Retiming traffic signals improves air quality and reduces emissions by smoothing traffic flow, which leads to less stop-and-go driving and less idling time. This results in less fuel consumption and fewer air pollutants such as GHGs. Additionally, these efforts provide cost savings to travelers by improving travel time reliability and reducing fuel costs. Minimizing stop and go traffic also increases safety by reducing the potential for crashes. In developing CDOT's updated Mitigation Action Plan we assessed more fully CDOT regional efforts to complete signal retiming in non-MPO areas.

## GHG Reductions Benefits and Timing

The lifetime GHG reduction benefit of retiming/optimizing a signal is considered to be 5 years. Therefore, any signals retimed between 2025 and the end of 2030 will have a GHG reduction benefit in the 2030 compliance year of the Standard. To receive GHG reduction credit in the 2040 compliance year signals would need to be retimed between 2035 and the end of 2040. The PD 1610 emissions factors for this strategy are summarized in [Table A-20](#).

**Table A-20. PD 1610 GHG Mitigation Benefit Emissions Factor Summary - Traffic Operation Strategies: Signal Retiming**

Mitigation Project Type	Unit	Project Lifetime	MT GHG/Unit 2030	MT GHG/Unit 2040	MT GHG/Unit 2050
Retime/Optimize Arterial Signals	Per 10,000 AADT per signal optimized within 5 years prior to evaluation year	5 years	50	33	23

The 2030 GHG reduction benefits represented below are based on 43 traffic signals retimed during 2025 and an additional 20 traffic signals expected to be retimed by CDOT between 2026-2029 within non-MPO areas. Total combined AADT for these signals was estimated using CDOT traffic count data. CDOT has set aspirational goals

for the 2040 compliance year to retime 40 signals within 5 years of the 2040 compliance year. Benefits were calculated based on the presumption that across all 40 signals the average AADT would be 12,000.

**Table A-21. Projected Rolling Combined GHG Reduction Benefits for Signal Retiming, 2030-2050**

Time Period	Number of Signals Retimed	Combined Total AADT of Signals Retimed	MT GHG Reduction 2030	MT GHG Reduction 2040	MT GHG Reduction 2050
2025 through 2030	63	832,957	4,165	-	-
2035 through 2040	40	480,000	-	1,584	-
Total	103	1,312,957	4,166	1,584	0

### Co-benefits

Retiming signals improve air quality by reducing vehicle idling and stop-and-go traffic which increases efficiency and reduces fuel consumption and emissions. Signal retiming is not a VMT reduction strategy. A detailed evaluation of pollutant co-benefits would require individual project modeling and therefore was not possible.

### Measure Origin and History

Emission reduction benefits of signal retiming have been widely accepted in the transportation sector. CDOT developed an emissions factor included in PD 1610 to estimate the GHG reduction benefits from retiming signals. As part of the emissions factor development CDOT considered the disbenefit of induced VMT from vehicles that may choose to travel on a more efficient roadway. The benefits of signal retiming are considered additional because the GHG reduction benefits of signal retiming cannot be accounted for by CDOT's travel demand model.

### Funding/Resources/Partnerships

Signal retiming is primarily managed at the regional level. Signal retiming is a function of local MPOs or initiated at the local government level as most signalized corridors pass through multiple jurisdictions, requiring a coordinated approach. CDOT regional staff support signal retiming on CDOT maintained roadways located within non-MPO jurisdictions. Regions typically initiate signal retiming projects on corridors that have experienced significant changes in land use, roadway geometry, or traffic patterns. Projects may also be prompted by public complaints, safety concerns, or prolonged

congestion. Commonly MPOs have programs that dedicate funding to signal retiming efforts, while CDOT uses a variety of state or federal funds to support these efforts.

## Appendix A.3 - Benefits to Disproportionately Impacted Communities

In 2021, Governor Polis enacted HB21-1266 which focuses on prioritizing a reduction in environmental health disparities to disproportionately impacted (DI) communities. A DI community as defined in CRS 24-4-109 (2)(b)(II), is a community in a census block group that meets one of the following criteria:

- the proportion of households that are at or below 200% of the federal poverty line is greater than forty percent,
- the proportion of households that identify as a minority is greater than forty percent,
- the prioritization of households that are housing cost-burdened is greater than forty percent,
- the proportion of people that are linguistically isolated is greater than twenty percent,
- Communities with cumulative environmental and socioeconomic impacts, which can be identified by having a Colorado EnviroScreen score above the 80th percentile,
- The Southern Ute and Ute Mountain Ute reservations,
- Mobile home communities,
- And historically marginalized communities.

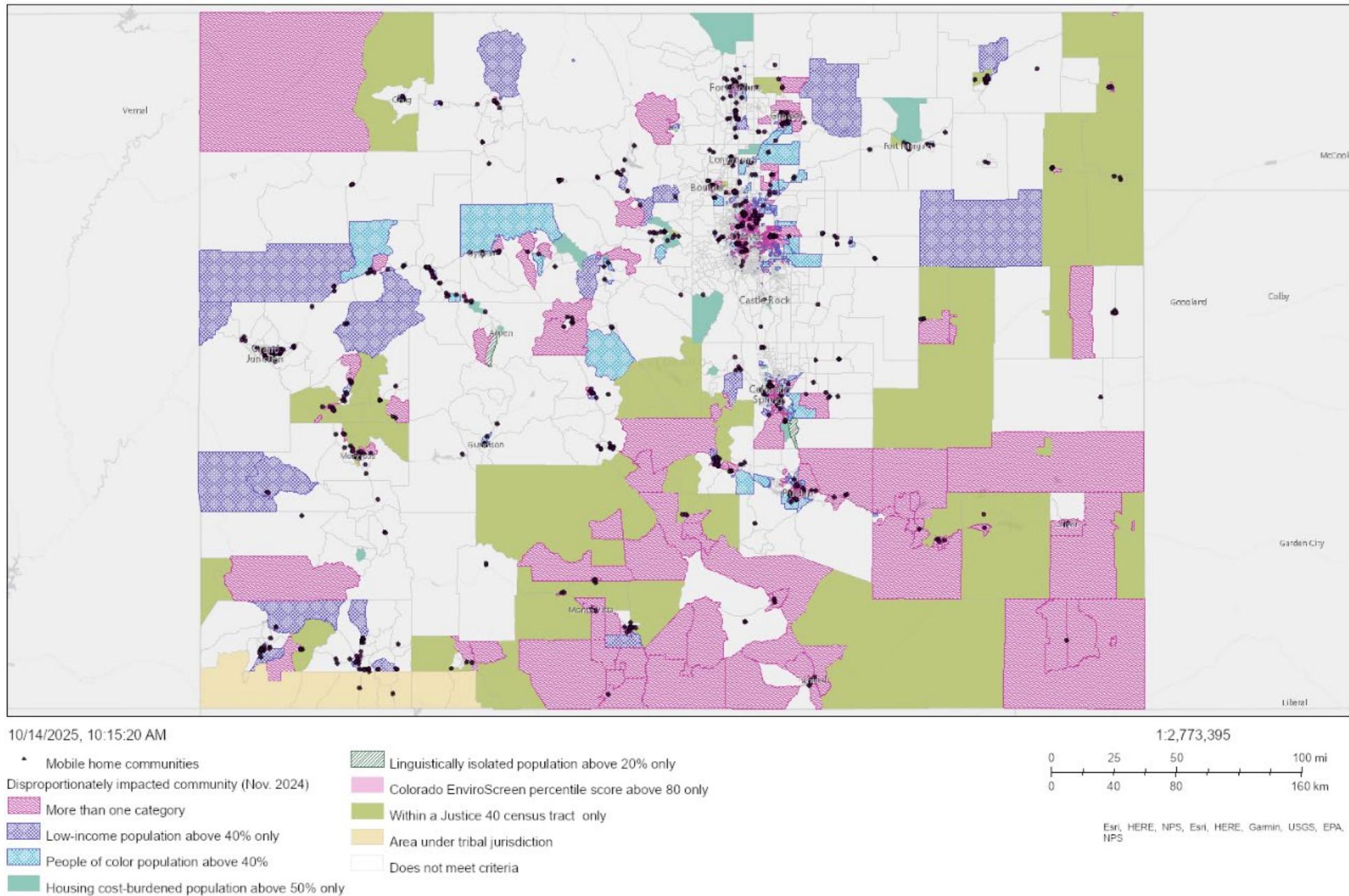
DI communities across Colorado are identified in [Figure A-2](#) below.

At this time, CDOT does not have a final GHG mitigation measure equity benefits standards document available for measuring DI community benefits of GHG mitigation measures, per PD 1610. A tool for this purpose is in the draft stages of development. Additionally, GHG mitigations established in this plan are in the early stages of project selection and development or programmatic in nature. Therefore, CDOT does not have enough details to determine and measure potential benefits to DI communities. However, their potential benefits for DI Communities is described below.

Land use changes like increased residential densities can lead to increased total housing availability and reduced transportation costs, especially when these residential areas are transit efficient and associated with affordable housing. Because the main goal of land use strategies is to help provide multimodal infrastructure resulting in shorter and fewer trips by single occupancy vehicles, land use changes lead to

decreased need for single occupancy vehicles altogether and, in turn, lead to savings for families in DI communities. Also, if a community is designated as a Neighborhood Center, that community will receive funding for more multimodal options and other GHG reduction efforts. This funding can significantly improve DI communities.

Figure A-2 - Disproportionately Impacted Communities in Colorado



Increasing public transit options in both urban and rural areas leads to transit-efficient communities that can create better access to education, community services, health care, and affordable housing for community members. Both Bustang and Outrider intersect with DI communities within Colorado. These public transit services help create better access to jobs, hospitals, grocery stores, among other destinations, positively benefiting these communities and decreasing the cost of transportation.

Electrifying MD/HD buses that intersect with DI communities not only has the potential to create the positive impacts listed above, but also will reduce emissions from the buses that are providing improved access. Eliminating tailpipe emissions from transit buses that are typically diesel fueled substantially decreases localized pollution in communities including at bus stops. Emissions reductions lead to improved air quality in DI communities resulting in improved public health and wellness.

Roundabouts and signal retiming are operational mitigation measures that are recognized for their safety improvements and mobility benefits. These operational strategies reduce vehicle crashes leading to reduced costs for individuals. They also create increased efficiency at intersections by reducing vehicle idling and therefore fuel use which benefits air quality in DI communities where they are located.

CDOT intends to work to quantify GHG mitigation benefits to DI communities through annual MAP updates to the TC as project specifics become more clear.

# Appendix B - Travel Demand Model

## Calibration/Methodology

This appendix presents detailed information about the modeling processes used to forecast travel demand in the non-MPO and the emissions associated with the forecasted automotive travel demand. This appendix is divided into sections as follows:

- [Section B.1](#) provides an overview of CDOT's StateFocus travel demand model.
- [Section B.2](#) gives a more detailed description of the individual components within the StateFocus ABM.
- [Section B.3](#) explains how the StateFocus model addresses five of the six dimensions of choice behavior associated with what some stakeholders may call "induced demand."
- [Section B.4](#) documents the many assumptions that underlie the StateFocus travel demand estimates for each of the horizon years and compliance scenarios considered.
- [Section B.5](#) provides a summary of the 2015 calibration run of the current version of StateFocus.
- [Section B.6](#) discusses the non-MPO portion of state-wide travel demand forecasts summarized in Section B.4

### Appendix B.1 - Model Technical Details and Methodology

CDOT's statewide ABM meets all minimum modeling standards as described in the memo "Modeling Requirements to Meet Greenhouse Gas Standards", prepared by the Statewide Model Coordination Group (SMCG). CDOT's model:

- Has been extensively calibrated and validated against large databases of traffic counts (from CDOT's count program), transit boarding counts (from numerous transit operators around the state), and traffic speed data (from the software-as-a-service and data vendor firm INRIX);
- Uses all the credible and official data sources as inputs, including the 2010 Front Range Travel Counts survey for model estimation; the state demographer's office estimates and forecasts of population/households/jobs; the Colorado Department of Labor and Employment (CDLE) Quarterly Census of Employment and Wages (QCEW) employment data; Census Transportation Planning Package (CTPP)/AASHTO Census Transportation Solutions (ACTS); origin-destination data from the firm Streetlight Data; and other sources;

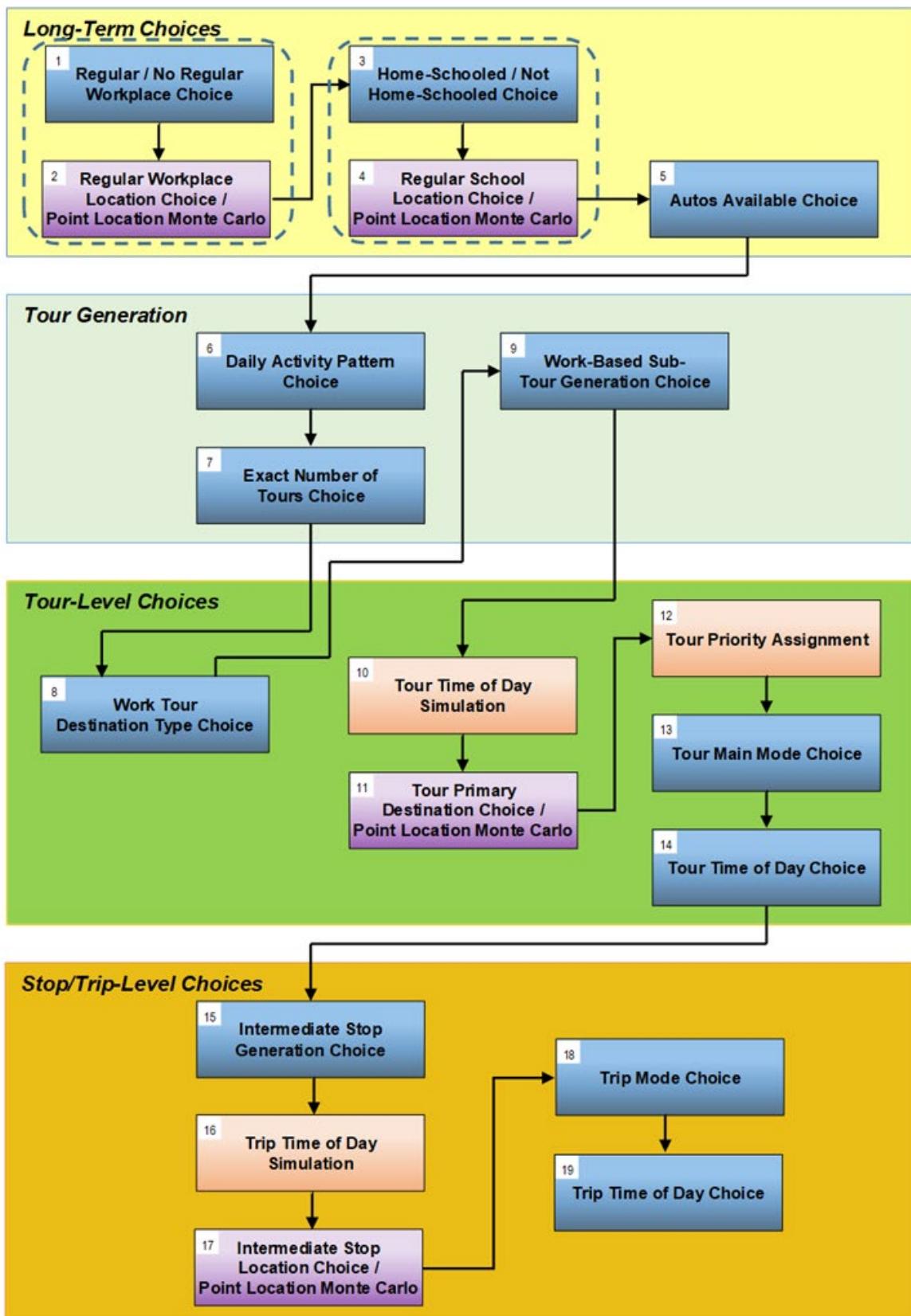
- Is supported by a detailed set of operational documentation, and a highly detailed set of model design and estimation documentation that exceeds 400 pages in length;
- Uses a household/person input dataset generated by the population synthesizer PopGen, a widely-used product of the Arizona State University's faculty;
- Includes in its mode choice models the complete basic set of active transportation modes, including separate bicycle and pedestrian modes;
- And depicts the location of jobs and households individually, at specific address locations.

As an ABM, CDOT's model possesses a number of important capabilities not well-supported by earlier model forms:

- It models work location choice, including an “at-home” choice;
- It derives travel from each person's choice of daily activities, providing a realistic depiction of changes in people's travel behavior as travel conditions change;
- It includes “accessibility variables” in all the model components that need them, providing sensitivity of various travel choices to travel conditions (for example, travel time, delay and cost);
- It depicts trips in “tours” (round trips), including depiction of multiple stops on tours, again a realistic depiction of travel that leads to more accurate model outcomes.
- These and other features permit CDOT's statewide model to support sensitivity to “induced demand”, again much better than older model forms.

[Figure B-1](#) provides a diagram of CDOT's statewide model components. The first five components are classified as Long-Term Choices: (1) Regular/No Regular Workplace Choice, (2) Regular Workplace Location Choice, (3) Home-Schooled/Not Home-Schooled Choice, (4) Regular School Location Choice, (5) Autos Available Choice. Components (6) Daily Activity Pattern Choice and (7) Exact Number of Tours Choice are classified as Tour Generation. The following component, (8) Work Tour Destination Type Choice, is the first Tour-Level Choice component. Component (9) Work-Based Subtour Generation, is the final Tour Generation component. Five more Tour-Level Choice components follow: (10) Tour Time of Day Simulation, (11) Tour Primary Destination Choice, (12) Tour Priority Assignment, (13) Tour Main Mode Choice and (14) Tour Time of Day Choice. The final five components are Stop/Trip-Level Choices: (15) Intermediate Stop Generation Choice, (16) Trip Time of Day Simulation, (17) Intermediate Stop Location Choice, (18) Trip Mode Choice and (19) Trip Time of Day Choice.

Figure B-1: CDOT's Statewide Activity-Based Model



## Appendix B.2 - Model Component Descriptions

The activity-based modeling element of StateFocus produces a simulated set of itineraries for a typical weekday (spring or fall, when schools are in session, but before seasonal roadways such as Independence Pass or Trail Ridge Road have closed for the winter) using a sequential process of around 20 distinct types of travel or activity decisions. The choice components presented in [Figure B-1](#) are described below:

- Regular or no regular workplace choice. For employed people, does the person have a regular location of employment (like an office worker) or not (like a plumber.)
- Regular workplace location choice. For workers who have a regular workplace location, where is it (home, or one of many possible locations in the state.)
- Home schooled or not. For people who are students, as the name implies. (Note that students who virtually attend schools located out-of-state are also considered to be home schooled, since StateFocus only has an inventory of educational institutions within Colorado.)
- Regular school location choice. For students who are not home-schooled, where is their regular school.
- Auto availability choice. For each household, how many automobiles do they own or have available.
- Daily activity pattern choice. Out of a set of seven activity categories, which activities will each person choose to do in the day. The seven activity categories - which also define travel purposes - are as follows:
  - Work and work-related activities, including volunteering, attending business meetings and training, and interviewing for jobs.
  - Schooling, at all levels from pre-school to professional, vocational or graduate studies.
  - Escorting other family members to their activities.
  - Personal business activities such as banking, getting legal advice, receiving medical care, and hair or beauty styling.
  - Shopping, whether for frequently purchased items such as groceries, or for less-frequently purchased items such as furniture or electronics.
  - Meals away from home, typically purchased from a restaurant or similar establishment.
  - Social and recreational activities, which includes visiting family members and friends, attending religious services, participating in civic activities, exercising, viewing professional sports, going to a concert, and seeing a play or movie in a theater.

- Exact number of tours choice. For each activity category in the person's day, how many tours (round trips) will the person make for that activity.
- Work tour destination type choice. For workers who have a regular workplace location, are they going there to work, or to some other place.
- Work-based subtour choice. For workers who work out of the home, how many tours (round trips) will the person make from and returning to the workplace, and for what purpose(es)?
- Tour primary destination choice. For all tours whose destination isn't already known, select the location.
- Tour main mode choice. The primary mode for the tour (round trip). The StateFocus model considers the following modes:
  - Single-occupant driver
  - Two-person carpool, regardless of whether the person is driving or a passenger
  - Three- or more-person carpool or vanpool
  - Taking transit by driving or getting dropped off at a park-and-ride lot or perhaps an informal location.
  - Taking transit while only walking or rolling (in a wheelchair, scooter or bike) to and from the origin and destination, and between transit vehicles.
  - Walking, including people who use a wheelchair or other mobility device.
  - Biking. Faster micromobility modes such as electric scooters would also be included in this mode.
  - Using a school bus, which is only available for school tours.
- Tour time of day choice. The time that the tour starts, paired with the time the tour ends.
- Intermediate stop generation choice. How many (and for what purpose) other stops are on the tour (besides the main stop at the tour destination and its purpose.)
- Intermediate stop location choice. The destination location for each intermediate stop.
- Trip mode choice. Will the trip use the primary mode for the tour, or which other mode will it use.
- Trip time of day choice. The time of day at which the person arrives at each stop on the tour.

## Appendix B.3 - Modeling Induced Demand

Induced demand typically is viewed as having six components. CDOT's ABM handles five of these “endogenously”, meaning internally to the model. Endogenous

components interact with one another naturally in the model, as a person considers all of the corresponding choice dimensions as he or she reacts to changes in the transportation environment. The six components or choice dimensions are described below, together with how a common change in a road network (adding freeway lanes) might affect them:

- Change of route: added lanes to a congested freeway can cause traffic to divert from parallel roads, increasing volume on the freeway.
- Change of destination: improved travel times can cause drivers to select more distant destinations, increasing overall system miles driven.
- Change of daily activity pattern. Reduced congestion due to freeway expansion can cause people to make trips they would not have made under more congested conditions.
- Change of mode. Reduced congestion can cause people to divert from transit to automobile trips.
- Change of time of day. Drivers avoiding peak periods due to congestion may shift back into peak periods if congestion is reduced.
- Change of development pattern. Over the medium-to-long term, adding capacity to a freeway corridor can attract additional development to the corridor, reducing or eliminating any initial reduction in congestion in the corridor due to the capacity expansion.

Note that CDOT's ABM does not model changes in development pattern endogenously. However, the model can be used to examine the effects of land use scenarios (with the planners and modelers developing different possible development pattern futures, and inputting them to the model to test their effects.)

## Appendix B.4 - Modeling Inputs and Outputs

Each time CDOT updates a plan such as the current 2027-2036 10-Year Plan, the Planning Standard requires CDOT to use its travel demand model, StateFocus, to compare the proposed updated plan to the baseline plan in effect when the legislation was adopted, the CDOT 2019 10-Year Plan. Each plan contains a program of improvements over time, and the Planning Standard requires CDOT to evaluate both plans at each compliance horizon year that remains in the future. For this evaluation, those future years are 2030, 2040 and 2050.

Travel model inputs can be generally classified into three categories: (1) socioeconomic forecasts, (2) descriptions of the transportation network and (3) parameters representing various elements of travel behavior. While model forecasts have already been created for the baseline CDOT 2019 10-Year Plan, the adoption of the current 2027-2036 10-Year Plan may likely trigger a need to make new forecasts

of the Baseline CDOT 2019 10-Year Plan should any of the following circumstances apply:

- New socioeconomic forecasts are available that are substantially different from the ones previously used. DOLA updates their socioeconomic forecasts every year, and through the Statewide Model Coordination Group (SMCG), Colorado transportation planning agencies committed to using DOLA forecasts from no older than four years ago.
- More detailed or revised information about a transportation improvement in either plan may become available as that project proceeds through the environmental clearance, design and construction phases. For example, in a distant horizon year, a new roadway may be modeled with a generic or “most likely” alignment. Over time, more details may become available for any number of reasons - to avoid an environmental or cultural resource, to respond to stakeholder desires, or to take advantage of opportunities to optimize the project cost, for example. Similarly, station planning or scheduling efforts for a proposed transit service may allow anticipated service characteristics to be known with greater clarity. The new information may allow the project to be better represented in the model.
- Additional or more recent data may allow CDOT modeling staff to select parameters that more faithfully represent the current understanding of travel behavior. For example, when the CDOT 2019 10-Year Plan was adopted, news of the COVID-19 pandemic was beginning to emerge. The stay-at-home orders issued in 2020 resulted in a departure from past commuting and shopping behavior. Transportation practitioners wondered whether behaviors developed during the pandemic would continue after better medical treatments became available, or whether - and to what extent - people might return to pre-pandemic behaviors.

For GHG analysis, the primary travel model outputs of interest are the forecasted volume, VMT and travel speed at the link level. (Link VMT is calculated as the link volume multiplied by its distance. Travel speed is calculated by a volume-delay function used in the traffic assignment step.) Other model outputs include a trip roster (a list of all trips with information such as mode, origin, destination, purpose, departure time, arrival time), modal origin-destination matrices, transit ridership by stop and route, and potentially station-to-station matrices on specific routes (often for proposed services).

## Description of Baseline Networks

The baseline model network reflects the full build-out of all Regionally Significant projects in the CDOT 2019 10-Year Plan as adopted by the Commission in April 2020.

### 2030 Baseline Network

In the non-MPO area, there are four Regionally Significant projects included in the horizon year 2030 baseline network representing the CDOT 2019 10-Year Plan:

1. [I-70 auxiliary lanes on the west side of Vail Pass](#),
2. [US 40 Fraser Safety Improvements](#),
3. [I-70 westbound auxiliary lane from Bakerville to the Eisenhower-Johnson Memorial Tunnel](#),
4. [I-70 reconstruction around Floyd Hill](#), and
5. [US 160 at Elmore's Corner east of Durango](#).

### Changes in 2030 Baseline Network from the 2022 plan

While the Baseline networks always represent the CDOT 2019 10-Year Plan, the following refinements were made to the 2030 baseline network coded previously from the 10-Year Plan GHG Transportation report adopted in September 2022 (called “the 2022 Plan” going forward) to more faithfully model the 2030 baseline network for this current 2027-2036 10-Year Plan GHG Transportation Report:

- Realigning [CO 82/Grand Ave in Glenwood Springs](#) to match new bridge configuration and updated distance. (This edit also shortened the length of RFTA’s Ride Glenwood route.)
- Reflecting the opening of the [Lawson Hill Park & Ride](#) just outside Mountain Village, the diversion on the Durango-Grand Junction Outrider route to serve downtown Telluride was dropped. The SMART Lawson Hill route was coded to provide comparable access to downtown Telluride.
- Adjusting centroid connectors and stops on the [Maroon Bells shuttle that RFTA operates in cooperation with the Forest Service](#) to better reflect existing connectivity.
- Correcting a routing error on the southwest-bound [Alamosa-Pueblo Outrider](#) in Cañon City.
- Adding over 50 nodes as park & ride lots, primarily informal lots and locations used for drop-off and pick-up (“Kiss & Ride”) to better reflect transit use patterns in the non-MPO areas. About 14 park & ride lots were re-coded to different nodes to better represent their location. [Table B-1](#) describes the affected park & ride lots in the non-MPO area.

- Adding Amtrak long-distance services (*California Zephyr* and *Southwest Chief*).

**Table B-1. Non-MPO locations where park & ride coding was added to allow drop-off & pick up**

Park & Ride name or location	Locality	Routes Served
Glenwood Springs Amtrak Station	Glenwood Springs	<i>California Zephyr</i>
Granby Amtrak Station	Granby	<i>California Zephyr</i>
Fort Morgan Amtrak Station	Fort Morgan	<i>California Zephyr</i>
Trinidad Amtrak Station	Trinidad	<i>Southwest Chief</i>
Adams State University	Alamosa	Alamosa-Pueblo Outrider
Mountaineer Square	Mount Crested Butte (CB)	(CB-DUS Outrider, incorrectly), Gunnison Valley RTA
Four-Way Stop	Crested Butte	Crested Butte-Denver Outrider, Gunnison Valley RTA
CO 135 & Brush Creek Rd	South Crested Butte	(CB Outrider), Gunnison Valley RTA
Almont	Almont	(CB Outrider), Gunnison Valley RTA
Tall Texan	Gunnison	(CB Outrider), Gunnison Valley RTA
US 50 & Colorado St (hotel)	Gunnison	Crested Butte-Denver Outrider
Main St & Railroad St	Buena Vista	Crested Butte-Denver Outrider
Stockbridge Transit Center	Steamboat Springs	Craig-Denver Outrider
US 40	Parshall	Craig-Denver Outrider
US 40	Empire	Craig-Denver Outrider
US 160 & Sligo St	Cortez	Durango-Grand Junction Outrider
CO 145 & 4th St	Dolores	Durango-Grand Junction Outrider

<b>Park &amp; Ride name or location</b>	<b>Locality</b>	<b>Routes Served</b>
Lawson Hill	Mountain Village	Durango-Grand Junction Outrider
CO 52 & I-76	Hudson	Sterling-Denver Outrider
Market St & I-76	Keenesburg	Sterling-Denver Outrider
Weld County Road (CR) 73 & I-76	Roggen	Sterling-Denver Outrider
CDOT Rest Area, US 6 & I-76	Wiggins	Sterling-Denver Outrider, Sterling-Greeley Outrider
Morgan Community College	Fort Morgan	Sterling-Denver Outrider, Sterling-Greeley Outrider
US 36 & Turner St	Brush	Sterling-Denver Outrider, Sterling-Greeley Outrider
US 6	Merino	Sterling-Denver Outrider, Sterling-Greeley Outrider
Logan County Courthouse	Sterling	Sterling-Denver Outrider, Sterling-Greeley Outrider
US 34 & Weld CR 53	Kersey	Sterling-Greeley Outrider
Elm St & Ash St (railroad museum)	Trinidad	Trinidad-Pueblo Outrider
Main St & San Antonio Ave	Aguilar	Trinidad-Pueblo Outrider
Main St & 5th St	Walsenburg	Trinidad-Pueblo Outrider
CO 165	Colorado City	Trinidad-Pueblo Outrider
Eagle County Maintenance	Gypsum	Core Valley
US 6 & CO 131	Wolcott	Core Valley
Freedom Park	Edwards	Core Hwy 6, Valley
US 24 Forest Service	Minturn, Dowd Junction	Core Hwy 6, Leadville & Minturn
US 24 & Spruce St	Leadville	Core Leadville

<b>Park &amp; Ride name or location</b>	<b>Locality</b>	<b>Routes Served</b>
US 160 & CO 149	South Fork	Mountain Valley Transit
US 160 & CO 112	Del Norte	Mountain Valley Transit
US 160 & Jefferson St (Chamber of Commerce)	Monte Vista	Mountain Valley Transit
CO 112 & Broadway	Center	Mountain Valley Transit
Visitor Center	Estes Park	The Peak (multiple)
US 34 Workshire Lodge	Estes Park	The Peak Red
Old Hwy 66 & Elk Meadow Lodge	Estes Park	The Peak Brown
US 6 & 7th St (Firehouse)	Silt	RFTA Hogback
US 6 & Castle Valley Blvd	New Castle	RFTA Hogback
SoCoCAA Office	Ignacio	Road Runner Transit
CO 172 & DRO Airport	Durango	Road Runner Transit
US 160 & CO 172 Elmore's Corner	Durango	Road Runner Transit
Mercury Dr	Durango	Road Runner Transit
Copper Mountain	Copper Mountain	Summit Stage Copper Mountain
CO 9/Main & 2nd	Alma	Summit Stage Park County Commuter
CO 9 & McCullough Gulch	Blue River	Summit Stage Blue River & Park County Commuter
Breckenridge Station	Breckenridge	Summit Stage (multiple)
River Run	Keystone	Summit Stage Keystone-Dillon-Silverthorne
US 6 & Lake Dillon Dr/Evergreen Rd	Dillon	Summit Stage Keystone-Dillon-Silverthorne
Silverthorne Station	Silverthorne	Summit Stage (multiple)

Park & Ride name or location	Locality	Routes Served
CO 9 & 13th St	Silverthorne	Summit Stage Silverthorne Loop
CO 144 & I-76	Log Lane Village	Proposed NECALG Morgan County route
US 6	Hillrose	Proposed NECALG Morgan County route

Source: CDOT compilation of multiple operator schedules

## 2045 Baseline Network

The 2045 Baseline network considered some additional stops in the non-MPO area as informal P&R locations - where a transit passenger could get dropped off or picked up by a friend or family member - to allow more precise modeling of the CDOT 2019 10-Year Plan with the current version of CDOT StateFocus, 1.84. No highway construction projects were anticipated between the 2030 and 2045 horizon years of the earlier plan. Similarly, no new or expanded transit services were modeled. As with the 2030 Baseline Network, some additional transit stops were coded to allow drive-access. These additional stops (beyond those already coded in the 2030 Baseline Network) and the transit operator serving them are as follows:

- CO 17 & Hooper - Mountain Valley Transit
- CO 17 & Mosca - Mountain Valley Transit
- US 160 & US 550 Grandview Interchange - Pagosa Outrider & SoCoCAA RRT
- CO 172 east of Oxford - SoCoCAA Road Runner Transit
- CO 172 & Southern Ute Health Center - SoCoCAA Road Runner Transit
- CO 172 & CR 509 - SoCoCAA Road Runner Transit
- US 285 & Villa Grove - Mountain Valley Transit
- US 285 east of Saguache - Mountain Valley Transit
- Crested Butte South - Gunnison Valley RTA
- US 6 & Elk Lot Beaver Creek - Core Transit
- CO 9 & Blue River Road - Summit Stage
- CO 9 & Breckenridge Peak 9 Lot - Summit Stage
- CO 9 & Swan Mountain Road - Summit Stage
- US 24 near Red Cliff - Core Transit

Additionally, some stops were moved: Dolores, Durango-La Plata County airport (DRO) airport, US 550 & South Montrose Target, CO 82 & Cattle Creek (from CO 133), CO 82 & Old Snowmass, US 50 & Gunnison Travel Lodge, US 40 & Stockbridge Transportation

Center, I-25 Business in Walsenburg, Brush, Estes Park visitor center, Telluride (to the Lawson Hill P&R) and Delta (to Confluence Park). Finally, the Outrider bus stop at Montrose Regional Airport (MTJ) was removed to reflect current operations.

## Changes in 2045 Baseline Network from 2022 plan

The refinements made to the 2030 baseline network were also applied to the 2045 baseline network. The other changes (from the 2030 Baseline Network) listed above generally followed the 2045 baseline network from the 2022 plan.

## Description of Action or Compliance Networks

Action or compliance networks reflect new capital projects or transportation services added to the compliance plan since the 2022 adoption of the Standard. Throughout this appendix, the term “compliance” is used as a shortcut for the CDOT 2027-2036 10-Year Plan which is proposed for adoption by the Transportation Commission of Colorado in spring of 2026.

### 2030 Compliance Network

The 2030 Compliance network does not include any regionally-significant highway capacity projects in the Non-MPO area beyond those already in the baseline network. However, the 2030 Compliance network has more transit routes than the 2030 baseline. Some notable transit routes in the 2030 Compliance network, which are not in the 2030 Baseline network, are as follows:

- Colorado Blvd BRT = Colorado Stn (Evans/I-25/Buchtel) to 40th & Colorado Stn
- Federal Blvd BRT = two patterns:
  - Englewood Stn to Westminster Stn (71st, B Line)
  - Federal & Evans Transfer Center to Wagon Rd PnR
- Modifications to existing RTD local routes to support the new BRT services
- Joint Rail between DUS and Fort Collins South Transit Center, with three round trips/day, eight stations
- Mountain Rail Short = an enhanced version of Amtrak's current *Winter Park Express* - two round trips/day (seven day/week) DUS-Granby, six stations
- New North Pueblo mobility hub at I-25 Exit 108 Purcell Blvd

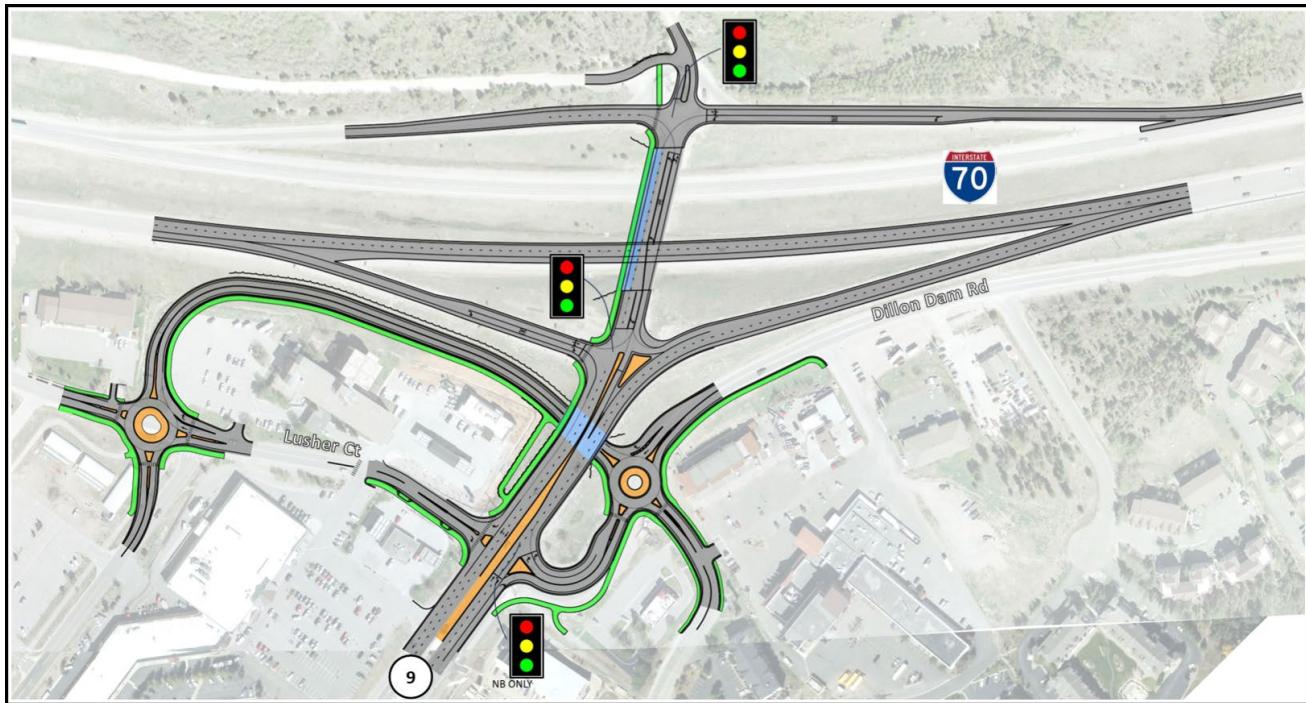
The 2030 compliance network also added existing services such as

- All Points Transit Montrose, Olathe, Delta Express & OurWay routes,
- Core Transit's Minturn-Vail route,
- The SMART system (except for the Rico & Lawson Hill-Mountain Village routes)
- SST Main Line,

- Summit Stage X-Flyer to Arapahoe Basin

Finally, several Summit Stage routes serving Frisco Station were modified to reflect the CO 9 signal at Lusher Ct/Dillon Dam Rd being converted to right-in-right-out (RIRO) access only, as shown by the schematic in [Figure B-2](#). This model coding modification included adding link detail for Meadow Dr, Ten Mile Dr, Ten Mile Rd and a proposed frontage road underpass.

Figure B-2: Proposed underpass and frontage road at I-70 Exit 203 with CO 9 in Frisco



Source: [CDOT](#)

## Changes in 2030 Compliance Network from 2022 plan

Compared to the 2030 Compliance network from the 2022 plan, the current 2030 Compliance network makes the following changes:

- Adds Joint Rail between DUS and Fort Collins South Transit Center
- Adds Mountain Rail (expanded Winter Park Express) between DUS and Granby
- Updates [Bustang West Line](#) and [Durango-Grand Junction Outrider](#) routing between downtown transit center and Grand Junction Regional (GJT) Airport.
- [Bustang South Line](#) reflects more detail for Monument P&R, closes the Tejon P&R for security concerns, and adds the Pikes Peak State College - Centennial Campus stop as a new transfer center.
- [Bustang North Line](#) is re-coded to serve a median Berthoud mobility hub.
- Adds a Bustang/Outrider stop in North Pueblo at I-25 & Purcell Blvd

- Updates the [Sterling-Denver Outrider](#) route according to published changes in stops and routing: the route uses DEN Airport instead of RTD's Peoria Station. It no longer stops at Lochbuie, Hudson, Roggen, Log Lane Village or Hillrose.
- Updates the [Sterling-Greeley Outrider](#) route according to published changes in stops and routing: The route no longer stops at Log Lane Village or Hillrose.
- Provides more detailed coding around Frisco Station (Bustang, Pegasus, Summit Stage) to reflect the proposed underpass near I-70 Exit 203, described earlier.
- Enforces the Summit Stage policy of not allowing travel within Lake County or within Park County along the respective commuter routes.
- A Swan Mountain Road closure means the X-Flyer Breckenridge-Silverthorne and Frisco-Arapahoe Basin routes have to detour.
- Provides a more detailed routing of Core Transit's Valley Route in Gypsum.
- Adds the Core Transit Minturn-Vail route as a short-turn variant of the Leadville-Vail route pattern.
- Updates the Core Transit fare policy of free travel within most of Eagle County, except \$3 for trips starting or ending in Gypsum, which voted not to become part of the RTA. Trips to Leadville and Lake County remain at \$7.
- Changed RTD Colfax Lynx BRT guideway from peak period only to 24-hours within Denver.
- More detailed modeling of RTD Federal Blvd BRT and Colorado Blvd BRT.

## 2045 Compliance Network

Relative to the 2045 baseline network, the 2045 compliance network represents:

- All 2030 Compliance network elements above
- Expansion of Joint Rail to [FRPR](#) with 10 round trips per day. Two patterns use Pueblo or Colorado Springs as the southern terminus.
  - Modification of Mountain Metro Zeb Free Downtown Shuttle to better serve America the Beautiful Station
- Expansion to Mountain Rail:
  - Add one round trip per day between DUS and Craig
  - Add three round trips per day on a Yampa Valley Local route (Craig to Oak Creek)
- Relocation of Outrider and Mountain Valley Transit stops to use the proposed Poncha Springs Crossroads Transit Center
- More detailed coding of [Bustang North Line](#) to reflect the time-of-day patterns in use on the I-25 Central (reversible) Express Lanes

## Changes in 2045 Compliance Network from 2022 plan

Elements of the current 2045 compliance network that weren't included in the 2022 GHG Transportation Report modeling include:

- RTD BRT-related changes (including feeder routes) described above for 2030
- Amtrak, FRPR (12 stations from Pueblo to Fort Collins, inclusive) and Mountain Rail (13 stations from Craig to DUS, inclusive)
- Core Transit's Minturn-Vail route
- All Points Transit's regional routes (Montrose, Olathe, Delta [MOD] Express and OurWay [serving Montrose, Ridgway and Ouray])
- Mountain Metro Zeb Free Downtown Shuttle modified to serve America the Beautiful Station
- SMART routes (excluding Rico and Lawson Hill-Mountain Village)
- Steamboat Springs Transit's Main Line
- Summit Stage's X-Flyer to Arapahoe Basin
- Mountain Express Transit in Pagosa Springs identified an Aspen Springs Park & Ride lot for the 2045 horizon, but CDOT was not able to verify the location or anticipated service changes within the constraints of the travel modeling schedule.

## Modeling Assumptions

### DOLA socioeconomic forecasts (county control totals)

Changes in socioeconomic forecasts from the 2022 plan to the current 10-Year Plan are shown in Tables [B-2](#) and [B-3](#). The current socioeconomic forecasts typically reflect a more modest growth projection because of the COVID-19 pandemic limiting growth during its duration.

**Table B-2. Summary of model socioeconomic inputs and outputs for 2030 and 2040 GHG compliance runs**

Socioeconomic data	2030 forecast in 2022 report	Current 2030 forecast	2040 forecast in 2022 report	Current 2040 forecast
Population	6,974,465	6,467,694	7,813,938	7,080,765
Households	2,950,775	2,702,130	3,295,546	2,968,835
Employment	3,995,831	3,963,747	4,307,732	4,215,674

Socioeconomic data	2030 forecast in 2022 report	Current 2030 forecast	2040 forecast in 2022 report	Current 2040 forecast
Number of workers who work at home - baseline	259,652	187,101	288,056	203,996
Number of workers who work at home - action	915,712	671,172	1,014,893	729,010

Source: CDOT, DOLA

**Table B-3. Summary of model socioeconomic inputs and outputs for 2050 GHG compliance runs**

Socioeconomic data	2050 forecast in 2022 report	Current 2050 forecast
Population	8,653,410	7,693,837
Households	3,640,316	3,235,539
Employment	4,619,632	4,467,602
Number of workers who work at home - baseline	316,460	220,890
Number of workers who work at home - action	1,114,073	786,848

Source: CDOT, DOLA

**Travel behavior assumptions: work from home, bike speed, perceived walking speed**

Changes in behavioral assumptions for travel modeling for the future baseline and compliance scenarios are summarized in [Table B-4](#). Specific assumptions related to e-bike adoption and average bike speed for compliance forecasts, interpolated for five year increments, are summarized in [Table B-5](#).

Table B-4. Summary of travel behavior parameter changes by forecast scenario

Parameter type	2030 & 2045 baseline assumptions	2030 compliance assumptions	2045 compliance assumptions
Gender-specific active mode biases	Same as pre-pandemic base year	Half the value of the pre-pandemic base year	No bias
Lowest age for senior active mode biases for home-based work & other tour mode choice	50, same as pre-pandemic base year	62.5	75
Senior-specific active mode biases for home-based other tour mode choice	Same as pre-pandemic base year	Same as pre-pandemic base year for walk, half for bike	Same as pre-pandemic base year
Lowest age for older adult walk bias in trip mode choice	35, same as pre-pandemic base year	55	75
Older adult walk bias in trip mode choice	Same as pre-pandemic base year	Same as pre-pandemic base year	Same as pre-pandemic base year
Highest age for youth & young adult active mode biases for home-based other tour mode choice	20, same as pre-pandemic base year	20, same as pre-pandemic base year	20, same as pre-pandemic base year
Youth & young adult specific active mode biases for home-based other tour mode choice	Same as pre-pandemic base year	Half the value of the pre-pandemic base year	No bias

Parameter type	2030 & 2045 baseline assumptions	2030 compliance assumptions	2045 compliance assumptions
Rural area type bike bias for school trips	Same as pre-pandemic base year	Eleven-twelfths the value of the pre-pandemic base year	Five-sixths the value of the pre-pandemic base year
Actual bike speed (mph - average of traditional and electric bikes)	12	13	14
Perceived walking speed (mph)	3	5	5

Source: CDOT StateFocus model

Table B-5. Relationship between e-bike adoption and average bicycle speed by year

Forecast Year	Percent of bicycles that are e-bikes	Average bicycle speed (mph)
2015 (calibration)	0%	12
2030	25%	13
2040 (interpolated)	41.67%	13.67
2045	50%	14
2050 (extrapolated)	58.33%	14.33

Source: CDOT

#### Post-processing of distance-based weights on transit trips

While making refinements to StateFocus as part of the FRPR Service Development Plan, the CDOT modeling unit and consultant staff noticed that StateFocus appears to under-predict long-distance transit trips. One limitation of the current StateFocus version is that it was estimated from 2009-2010 Front Range Travel Counts survey data. At that time, the only intercity transit service in Colorado with sizable ridership was the Front Range Express or FREX, which traveled between the Colorado Springs and Denver metro areas (about 70 miles).

The study team determined that a post-processing step after the activity-based components and before transit assignment (of the last speed feedback iteration) would be the most effective means of adjusting the transit trip length distribution. Transit trips of over 100 miles between origin and destination would be weighted up, while shorter trips were weighted down so that the statewide total number of transit trips would remain roughly constant. The final weights are shown in Table B-6. Note that transit trips to DEN Airport - which are not forecasted by activity-based components - remain unweighted.

Table B-6. Transit trip weights by trip distance

Transit trip distance (miles)	Weight for transit trips to DEN Airport	Weight for all other transit trips
0.000 to 69.999	1.0	0.833
70.000 to 99.999	1.0	0.950
100.000 to 149.999	1.0	2.000
150.000 to 249.999	1.0	1.500
250.000 or more	1.0	1.200

Source: CDOT

## Statewide Forecast Outputs

Tables [B-7](#) and [B-8](#) show key model inputs and outputs for the model scenarios run in support of GHG analysis under the Standard, for the statewide model area, which includes the Non-MPO Areas, the latter being the area for which CDOT is responsible under the Standard. (For statistics specific to only the Non-MPO Area, please see [appendix section B.6](#) and Tables [B-11](#) and [B-12](#))

Table B-7. Summary of model inputs and outputs for 2030 and 2040 GHG compliance runs

Baseline and GHG Action Modeling Inputs & Outputs	2030 Baseline	2030 Action	2040 Baseline	2040 Action
Lane miles by roadway type				
Interstate	5,264	5,265	5,349	5,344

Baseline and GHG Action Modeling Inputs & Outputs	2030 Baseline	2030 Action	2040 Baseline	2040 Action
Expressway	1,878	1,877	1,931	1,926
Principal arterial	11,963	11,973	12,186	12,181
Minor arterial	12,318	12,319	12,599	12,598
Collector & others	52,535	52,556	53,858	53,867
<b>Total lane miles</b>	<b>83,958</b>	<b>84,000</b>	<b>85,922</b>	<b>85,915</b>
Vehicle & transit data for a typical weekday				
Vehicle miles traveled (VMT)	170,733,534	155,788,468	186,428,854	169,634,853
VMT per capita	26.40	24.09	26.33	23.96
Person miles traveled (PMT) in autos	209,221,943	192,221,541	228,884,343	209,619,296
Average vehicle speed (mph)	35.47	36.82	34.63	36.15
Vehicle hours traveled (VHT)	4,813,152	4,231,193	5,383,356	4,692,920
Vehicle hours of delay (VHD)	580,473	381,349	736,432	482,414
Transit boardings	498,193	457,400	543,186	494,621
Weekday VMT by roadway type				
Interstate	52,333,920	48,353,911	56,153,576	51,926,038
Expressway	13,941,579	12,778,158	15,978,212	14,571,005
Principal arterial	51,047,145	46,565,544	55,472,839	50,366,698
Minor arterial	20,845,502	18,800,958	23,172,007	20,842,802
Collector & others	32,565,387	29,289,898	35,652,218	31,928,310

Baseline and GHG Action Modeling Inputs & Outputs	2030 Baseline	2030 Action	2040 Baseline	2040 Action
Weekday Trip mode share				
Single occupant vehicle	13,906,618	12,805,996	15,254,906	13,977,514
Shared ride trip	9,565,072	8,967,301	10,623,100	9,839,466
School bus	605,008	559,762	630,460	581,984
Bicycle	433,116	477,521	470,812	663,931
Walk	1,449,853	2,422,692	1,631,143	2,794,984
Transit	368,992	335,119	397,435	357,374
<b>Total weekday person trips</b>	<b>26,328,658</b>	<b>25,568,392</b>	<b>29,007,856</b>	<b>28,215,253</b>

Source: CDOT

Note: Calculations were made with more decimal places shown in the table. Totals may not add because of rounding. Values for 2040 were interpolated between 2030 and 2045 model forecasts.

**Table B-8. Summary of model inputs and outputs for 2050 GHG compliance runs**

Baseline and GHG Action Modeling Inputs & Outputs	2050 Baseline	2050 Action
Lane miles by roadway type		
Interstate	5,433	5,424
Expressway	1,983	1,964
Principal arterial	12,408	12,389
Minor arterial	12,879	12,876
Collector & others	55,182	55,177
<b>Total lane miles</b>	<b>87,886</b>	<b>87,831</b>
Vehicle & transit data for a typical weekday		

Baseline and GHG Action Modeling Inputs & Outputs	2050 Baseline	2050 Action
Vehicle miles traveled (VMT)	202,124,174	183,481,237
VMT per capita	26.27	23.85
PMT in autos	248,546,742	227,017,051
Average vehicle speed (mph)	33.95	35.60
Vehicle hours traveled (VHT)	5,953,560	5,154,646
Vehicle hours of delay (VHD)	892,391	583,480
Transit boardings	588,180	531,841
Weekday VMT by roadway type		
Interstate	59,973,232	55,498,166
Expressway	18,014,846	16,363,851
Principal arterial	59,898,533	54,167,852
Minor arterial	25,498,513	22,884,646
Collector & others	38,739,048	34,566,722
Weekday Trip mode share		
Single occupant vehicle	16,603,194	15,149,031
Shared ride trip	11,681,129	10,711,631
School bus	655,912	604,206
Bicycle	508,508	850,341
Walk	1,812,433	3,167,277
Transit	425,878	379,629
Total weekday person trips	31,687,054	30,862,115

Source: CDOT

Note: Calculations were made with more decimal places shown in the table. Totals may not add because of rounding. Values for 2050 were extrapolated from 2030 and 2045 model forecasts.

## Appendix B.5 - Travel Model Calibration and Validation Process

When travel models are built, they go through a process of “estimation” (an economic modeling term), in which survey or other data are used to “estimate” the numerous relationships in the model between, for example, the likelihood of a particular travel mode being chosen given the characteristics of the person doing the choosing (for example, age, gender, employment status, etc.) and of the various modes available to that person (for example, cost, travel time, etc.) The model estimated in this way produces a variety of results, such as numbers of transit boardings, volumes on roads, and travel patterns between parts of the state (for example, total trips between the North Front Range Region and the Denver region), among many others.

After the model is initially built, it is subjected to a process of calibration and validation. In this process, rather than just assuming the model’s results are accurate, we check them against other sources of information by using the model to make a “forecast” of a base year for which we have additional information. These additional information are sometimes called “calibration targets.” These targets include:

- Automobile traffic counts. CDOT maintains an extensive program of acquiring such data, which are used for this purpose (and many other purposes).
- Transit boardings. CDOT obtains such data from numerous transit providers around the state.
- Travel pattern data. These data are available from a number of sources, including the US Census and private data vendors.
- Highway speed data. These data are primarily available today from private data vendors.

Models are estimated typically using survey data, which of course is taken in a particular year (in the CDOT model case, 2010.) A version of the complete model is built to depict that year (for example, the road and transit systems as they existed then, the number and geographic distribution of people and jobs in that year, etc.) The model is then run, producing the results discussed above. Those results are compared to counts taken in the year 2010. If the model’s results do not compare closely enough to the counts, adjustments are made to appropriate elements of the model in order to bring the results sufficiently close to the counts. This process is referred to as “calibration”.

Well-developed models also are subjected to a process known as “validation”. This process is much the same as calibration, but is carried out for a different calendar year. In CDOT’s case, a version of the model was built depicting the year 2015 (again, road and transit systems for that year, people and jobs, etc.) The model is then run for this year, and again the results are compared to counts such as those described above. The point of doing model validation is to test whether the model, having been developed to do a good job of depicting reality in the calibration year (in this case the year 2010) can also do a good job with a different year (2015), when the region has changed (different development, different transportation networks, etc.) In this way, we test the model’s ability to correctly respond to those differences/changes through time.

CDOT’s travel modeling team has conducted extensive calibration/validation on the statewide model, most recently in the context of the FRPR project. Table [B-9](#) below shows a summary of the highway portion of the 2015 calibration run. This table is just one of numerous tables that the StateFocus model can produce to evaluate many elements of the model’s results. The table shows how closely the model matches the counts, aggregated into each of the facility types in the model. The table also shows how much data was used in making these comparisons.

The table shows that industry-established calibration targets were not meant for the Interstate, minor arterial, and collector & others types. CDOT modeling staff were willing to accept these limitations in the highway calibration to give more focus to the transit calibration.

The Model Calibration and Validation Documentation Report is available through the [GHG Program Website](#).

**Table B-9. Difference between modeled auto volumes and counts by facility type**

Roadway type	Number of counts	Percent difference between model & counts	Target
Interstate	675	-13%	+/-7%
Expressway	202	-2%	+/-7%
Principal arterial	2,355	-4%	+/-10%
Minor arterial	2,056	-18%	+/-10%
Collector & others	2,136	-35%	+/-15%
Ramps	95	9%	N/A

Roadway type	Number of counts	Percent difference between model & counts	Target
Total (statewide)	7,546	-11%	+/-5%

Source: CDOT

Note: N/A = Not applicable, because no target for the percentage difference between modeled ramp volumes and counts has been established.

Table [B-10](#) shows the transit calibration results. The overall forecasted statewide boardings are close to the observed level - the model is three percent over. The forecasted RTD boardings are also three percent over, likely reflecting the fact that in 2015, RTD boardings represented roughly five-sixths of statewide boardings.

All versions of StateFocus to date have struggled to adequately predict ridership for the Roaring Fork Transportation Authority (RFTA), the top rural transit operator by ridership in the U.S., and the Colorado transit agency - rural or urban - with the most ridership after RTD. The StateFocus model also under-predicts autos on CO 82 between Glenwood Springs and Aspen. Both these results suggest that StateFocus under-predicts travel by all modes in the Roaring Fork Valley because it doesn't adequately capture travel by visitors and part-year residents. Neither of these groups are included in the synthetic population used by the activity-based components of StateFocus.

StateFocus also under-predicts ridership on the rural systems operated by Gunnison Valley RTA and Road Runner Transit (the latter overseen by the Southern Colorado Community Action Agency or SoCoCAA), likely for similar reasons it under-predicts for RFTA. The Gunnison Valley RTA serves a roughly 27-mile corridor between the City of Gunnison and Crested Butte, while RFTA's corridor is about 43 miles between Glenwood Springs and Aspen.

StateFocus comes within two percent of predicting overall Transfort ridership. While Transfort and Mountain Metro Transit (MMT) have similar levels of ridership, the StateFocus model over-predicts MMT ridership by 62 percent. While there are many dimensions to explore, one factor leading to the estimate might be that residents of the Mountain Metro service area are less inclined to use transit relative to the average Coloradan reflected by the model's parameters.

The Bustang core routes (South Line, North Line and West Line) were a particular focus of the calibration effort, which included adding a CSU student variable to mode choice calculations and reviewing the distribution of work trips by residents of

Larimer and Weld Counties. Overall, StateFocus comes reasonably close in forecasting the Bustang core system ridership, with an 8 percent under-estimate.

Note that transit systems where StateFocus has the greatest percent difference between forecasted volume and observed ridership tend to be those systems with lesser overall ridership. Such smaller systems would typically be a challenge to model, and even a high percentage difference for a lower-ridership system would mean a low absolute difference. That is, the absolute difference between modeled and observed ridership for Bustang (61 riders per weekday); Gunnison Valley RTA (117); Mountain Metro (6,788); RFTA Valley Local, Valley Express and Grand Hogback (1,718); Road Runner Transit (112) and Transfort (220) are each less than the absolute difference for RTD (9,893). CDOT has confidence in the transit ridership forecasts because of how closely the total ridership calibrates, and because for each system, the difference in ridership is a small absolute number, a small percentage or both.

CDOT is also working to improve its modeling capability to model non-MPO transit ridership in several ways. CDOT is in the process of developing a higher-resolution statewide zone scheme with greater detail in non-MPO communities such as Aspen, Durango, Glenwood Springs, Gunnison, Montrose, Steamboat Springs and Vail. CDOT also sponsored a statewide household travel survey, [Colorado Travel Counts](#), that collected responses between February 2024 and February 2025. That survey data is currently being processed and will allow CDOT to better model travel outside the Front Range MPO areas, on weekends, and during the winter and summer recreational peaks.

**Table B-10. Difference between modeled transit volumes and counts**

Transit system	2015 observed average weekday ridership	Percent difference between model & counts
Bustang (excludes Outrider)	813 (2018)	-8%
Gunnison Valley RTA	285 (2010)	-41%
Mountain Metro Transit	11,002	+62%
Roaring Fork Transportation Authority (Valley Local, Valley Express & Grand Hogback)	2,700	-64%
Regional Transportation District	364,135	+3%
Road Runner Transit	160	-70%

Transit system	2015 observed average weekday ridership	Percent difference between model & counts
Transfort	13,998	-2%
Overall (where observed ridership is available)	393,093	+3%

Source: CDOT, including compilation of observed ridership from individual transit systems

Notes: Bustang core routes are the North Line, South Line and West Line. Bustang service modeled is comparable to 2018 service levels, so its ridership is compared against observed 2018 ridership counts.

## Appendix B.6 - Extracting the non-MPO portion of statewide forecasts.

The emissions modeling process reflects emissions being allocated to agencies based on the location of the GHG emissions, which might be called “where the tires meet the pavement.” That is, emissions are not allocated based on the residence of the travelers in the vehicle, nor to the address where the vehicle is registered. Therefore, the VMT and emissions considered for the non-MPO area may include travel by residents of any of the five Colorado MPOs or even by out-of-state visitors. Similarly, travel by rural and small urban Colorado residents within the MPO areas is considered by the respective MPOs. The nature of travelers crossing through individual GHG compliance areas, such as between individual MPOs or between an MPO(s) and the non-MPO area make it necessary for CDOT to model statewide transportation behavior in order to accurately characterize this cross agency jurisdiction travel in Colorado.

To estimate CDOT’s portion of statewide travel and emissions, those quantities occurring within the five MPO areas needed to be excluded. TransCAD, the travel demand modeling software utilized by CDOT, possesses the functionality to split roadway links where they cross MPO boundaries, enabling these VMT and associated emissions calculations on these smaller sections of roadway links solely in the non-MPO area. MPOs use their own models to calculate VMT and emissions within their respective planning areas. This link-splitting process also allowed CDOT to exclude model links (“external stations”) that extended into neighboring states. The lengths of the split links are recalculated using an appropriate spatial software, such as TransCAD or ArcGIS Pro, in order to account for the adjusted VMT from the split links where roads cross a GHG compliance area boundary.

As part of this 2027-2036 10-Year Plan assessment, CDOT updated its GHG compliance

area boundaries based on minor refinements communicated by both the Pikes Peak Area Council of Governments (PPACG) and the Grand Valley Metropolitan Planning Organization (GVMPO). These changes to the MPO area boundaries were a result of (1) needing greater resolution than shown on letter size maps included with their board adoption packet, (2) reflecting existing agreements about the agency responsible for capital improvements and maintenance, and (3) preferring continuous roadway sections that conformed to Census geography.

The GVMPO boundary refinements included:

1. Including the portion of I-70 roughly between MP 16.76 and 17.33 within the GVMPO area, consistent with adjacent sections.
2. Including roughly 0.025 miles of L ½ Rd east of 16 ½ Rd within the GVMPO area, reflecting considerations of that intersection.
3. Including the portion of 17 ½ Rd north of the (Main Line) Grand Valley Canal to just north of Waters Ln in the GVMPO area.
4. Including the portion of 23 Rd north of the (Main Line) Grand Valley Canal to just north of I ½ Rd within the GVMPO area.
5. Including the portion of 24 Rd on either side of the Grand Valley Canal within the GVMPO area, so that a roadway structure (the bridge over the canal) is not split between agencies.
6. Including all of the I-70 alignment from 33 Rd (roughly Mile Post (MP) 37.04) to the Colorado River and US 6 half-diamond interchange (roughly MP 43.68) within the GVMPO area, since local traffic on that segment would be generated by developments within the MPO area.
7. Smoothing a concave area of the GVMPO boundary so that US 50 roughly between MP 42.23 and 43.44 are included in the MPO area, as are adjacent sections of the highway.
8. Converting a “stair-step” portion of the GVMPO boundary to a diagonal (Northwest-Southeast) line so that Desert Rd will remain in the MPO area once it enters from the south.

The refinements that PPACG made to their boundary include:

1. Excluding the portion of (El Paso & Pueblo) County Line Rd east of I-25 and the railroad from the PPACG area.
2. Excluding the portion of Rancho Colorado Blvd west of the I-25 SB ramps at Exit 119 from the PPACG area.
3. Including the portions of Midway Ranch Blvd immediately west of I-25 (functioning as a frontage road) within the PPACG boundary.
4. Including the portion of Old Stage Rd west of Transmitter Ln, and the segment of Gold Camp Rd descending from Old Stage Rd (including historic Tunnels 4 through 7) in the PPACG boundary.

5. Including the intersection of Gold Camp Rd and Bear Creek Rd within the PPACG boundary.
6. Including all of US 24 Business in Manitou Springs near Rainbow Falls, and its half-diamond interchange with mainline US 24, within the PPACG boundary.
7. Including the eastbound lanes of mainline US 24 roughly between MP 293.86 (Fountain Creek near Cascade) and MP 297.08 (US 24 Business interchange north of Manitou Springs) within the PPACG boundary, as the WB lanes are.
8. Including two lower sections of the Pikes Peak Toll Highway within El Paso County - one from Cascade to near Crystal Creek Reservoir and a second that crosses the reservoir's dam - within the PPACG boundary. (Portions of the toll highway that reenter El Paso County near the Pikes Peak summit remain in the non-MPO area.)
9. Including Teller CR 28/Edlowe Rd between CR 281 and US 24 within the PPACG boundary.
10. Excluding portions of University Dr west of Trout Creek from the PPACG area.
11. Likewise, excluding the portions of Teller CR 25/Trout Creek Rd that are west of Trout Creek from the PPACG area.
12. Including the section of Rampart Range Rd (Forest Rd 300) north of Loy Creek Rd to its branch just south of Carroll Lakes Rd and the Rampart Sled Hill within the PPACG boundary, while excluding the portion of Rampart Range Rd north of there.
13. Excluding Mt Herman Rd between its intersections with Sunburst Dr and Shiloh Pines Dr from the PPACG area.
14. Including County Line Rd/Palmer Divide Rd from the Town of Palmer Lake to Furrow Rd within the PPACG boundary and excluding all portions east of Furrow Rd, per maintenance agreements between Douglas and El Paso counties. (The section between Furrow Rd and the Douglas & Elbert county line is within the DRCOG area, while the section east of the county line is in the non-MPO area.)
15. Including Elbert Rd from Judge Orr Rd north to the El Paso & Elbert county line within the PPACG area.
16. Including Judge Orr Rd from Elbert Rd to Ellicott Highway within the PPACG boundary.
17. Including the portion of Ellicott Highway from Squirrel Creek Rd to Judge Orr Rd within the PPACG area.
18. Including the portion of Squirrel Creek Rd west of Ellicott Highway within the PPACG boundary.

Working collaboratively, CDOT, DRCOG and NFRMPO identified areas for potential future refinements to their mutual boundaries. However, the plan adoption and regulatory compliance schedule did not allow the agencies to reach agreement - or

barely to begin such discussions - on boundary refinements, and so the calculations presented here are based on the pre-existing boundary delineations.

The travel model forecasts for the resulting non-MPO area are shown in Tables [B-11](#) and [B-12](#).

**Table B-11. Non-MPO portion of model inputs and outputs for 2030 and 2040 GHG compliance runs**

Baseline and GHG Action Modeling Inputs & Outputs	2030 Baseline	2030 Action	2040 Baseline	2040 Action
Lane miles by agency				
DRCOG	18,598	18,604	20,295	20,268
GVMPO	2,668	2,668	2,692	2,692
NFRMPO	4,111	4,111	4,263	4,213
PACOG	1,521	1,522	1,536	1,538
PPACG	5,143	5,143	5,283	5,278
Non-MPO (CDOT)	51,848	51,855	51,877	51,884
<b>Total lane miles</b>	<b>83,958</b>	<b>84,000</b>	<b>85,922</b>	<b>85,915</b>
Non-MPO lane miles by roadway type				
Interstate	2,613	2,621	2,618	2,618
Expressway	446	446	457	453
Principal arterial	5,518	5,518	5,373	5,390
Minor arterial	7,067	7,067	7,202	7,200
Collector & others	36,202	36,202	36,226	36,223
Weekday Non-MPO VMT by roadway type				
Interstate	11,316,059	10,659,138	12,451,632	11,801,239
Expressway	1,443,392	1,344,383	1,762,750	1,613,085
Principal arterial	10,914,663	10,020,520	11,489,036	10,674,077

Baseline and GHG Action Modeling Inputs & Outputs	2030 Baseline	2030 Action	2040 Baseline	2040 Action
Minor arterial	4,863,880	4,425,839	5,426,272	4,962,695
Collector & others	11,847,164	10,706,394	12,645,901	11,490,073
<b>Total Weekday non-MPO VMT</b>	<b>40,385,157</b>	<b>37,156,273</b>	<b>43,775,591</b>	<b>40,541,169</b>
Non-MPO GHG emissions				
GHG emissions (MMT/year)	4.886	4.495	3.315	3.061

Source: CDOT

Note: Totals may not add because of rounding and because of the inclusion of out-of-state lane-mileage and VMT in the model area total.

**Table B-12. Non-MPO portion of model inputs and outputs for 2050 GHG compliance runs**

Baseline and GHG Action Modeling Inputs & Outputs	2050 Baseline	2050 Action
Lane miles by agency		
DRCOG	21,991	21,931
GVMPO	2,716	2,716
NFRMPO	4,314	4,314
PACOG	1,552	1,552
PPACG	5,423	5,413
Non-MPO (CDOT)	51,906	51,914
<b>Total lane miles</b>	<b>87,886</b>	<b>87,831</b>
Non-MPO lane miles by roadway type		
Interstate	2,624	2,614
Expressway	468	460

Baseline and GHG Action Modeling Inputs & Outputs	2050 Baseline	2050 Action
Principal arterial	5,228	5,262
Minor arterial	7,336	7,333
Collector & others	36,250	36,244
Weekday Non-MPO VMT by roadway type		
Interstate	13,587,206	12,943,340
Expressway	2,082,108	1,881,788
Principal arterial	12,063,409	11,327,634
Minor arterial	5,988,664	5,499,551
Collector & others	13,444,637	12,273,751
<b>Total Weekday non-MPO VMT</b>	<b>47,166,025</b>	<b>43,926,065</b>
Non-MPO GHG emissions		
GHG emissions (MMT/year)	2.558	2.371

Source: CDOT

Note: Totals may not add because of rounding and because of the inclusion of out-of-state lane-mileage and VMT in the model area total.



## Appendix C - 2025 MOVES4 Modeling and Greenhouse Gas Emissions Calculation Methodology

**To:** Transportation Commission

**From:** Sabrina Williams - CDOT and Dale Wells - CDPHE

**Date:** December 22, 2025

**Subject:** CDOT Greenhouse Gas Transportation Planning Standard – 2025 MOVES4 Modeling and Greenhouse Gas Emissions Calculations Methodology Documentation.

### Appendix C.1 - Introduction:

This document summarizes the methodology used to calculate greenhouse gas (GHG) emissions for demonstrating compliance with the CDOT Greenhouse Gas (GHG) Transportation Planning Standard (Standard). Previous GHG emissions calculations to support CDOT were conducted by the Air Pollution Control Division (APCD). This methodology represents a coordinated approach between CDOT and APCD's modeling teams to represent likely future on-road GHG emissions as accurately as possible. The approach was also agreed upon by the Statewide Model Coordination Group (SMCG). Several refinements and improvements were made compared to the previous methodology for calculating GHG emissions due to the availability of new models, data and assumptions. All data and files utilized in the GHG emissions analysis methodology were reviewed by an individual other than the person who developed the data and/or performed the modeling as documented throughout.

The process for calculating GHG emissions begins with generating emission rates using the EPA's Motor Vehicle Emissions Simulator Model (MOVES). The GHG emissions rates developed in MOVES are the same statewide and applied consistently between all agencies to calculate mass total GHG emissions for a compliance area. The emission rates are multiplied by the vehicle miles traveled (VMT) from the Travel Demand Model (travel model) at the link level for individual hours of the days based on the observed vehicle mix from CDOT's statewide Automated Traffic Recorder (ATR) station network within a Microsoft (MS) Access relational database. The result of querying the database is the predicted total mass emissions of GHGs for the roadways represented in the travel model for an average weekday. This requires a series of data analysis and post-processing steps

to correctly compile these three main parameters (emissions rates, travel behavior, vehicle mix) into compatible formats within the database.

In 2025 the three significant new considerations for how GHG emissions are calculated for the purposes of an agency demonstrating compliance with the Standard were adopted by consensus through the Statewide Model Coordination Group (SMCG). These considerations involve updates to (1) vehicle emissions rates, (2) vehicle mix assumptions, and (3) the number of vehicle classes considered.

Each step in the emissions calculation process results in standalone datasets (emissions rates, vehicle mix, travel modeling) that are created independently, but compiled in a manner that allows this data to interface with each other through relational database software (MS Access) that calculate total GHG mass emissions for a compliance agency. All data used in the emissions analysis developed by an individual (or agency) was then independently reviewed by another individual (or agency) for data validity and accuracy prior to incorporation into the final GHG emissions calculations methodology. In addition to the analysts and reviewers noted throughout, all SMCG member agencies were extended the opportunity to perform additional data review at each step in development of the emissions calculations, including contributing to the underlying framework that established the methodology and resultant procedures.

## **Appendix C.2 - Vehicle Emissions Rates**

**Performed by:** Sabrina Williams-CDOT

**Reviewed by:** Dale Wells-CDOT

New GHG Rates were required to incorporate the State Interagency Coordination Team (IACT) determination, as defined under 2 CCR 601-22 Section 1.44, May 5, 2025 that the CDOT Department of Accounting and Finance (DAF) projections on future EV adoption be used in the GHG emissions rates development. The previous GHG emissions rates were developed using asserted adoption curves of early, mid and late term EV adopters annually with individual forecasts for passenger vehicles and SUVs/light-duty trucks through 2050. CDOT DAF, as part of CDOT's 10-Year Plan development, created a forecast of expected revenue through the year 2050. As part of their revenue forecasting effort, DAF also generated a forecast of light-duty EV fleet growth in Colorado (since revenue from EVs is different from revenue from fossil-fueled vehicles). DAF's forecast estimated 950,000 light-duty EVs in Colorado in 2031, with an estimate of 95% of light-duty vehicles being EVs in 2050.

Separate EV adoption rates were initially developed for passenger cars and SUVs/light-duty trucks as at that time very few EV SUVs/light-duty trucks were available for purchase and it was unknown when additional electrified SUVs/light-duty trucks would be commercially available. Since the time the initial EV planning assumptions were used to develop the original GHG rates, numerous electrified SUV make and models are now

commercially available and auto manufacturers continue to release additional EV SUVs for sale. Furthermore, manufacturers have indicated that electrified light-duty trucks will become more broadly available in future years. The Colorado Energy Office (CEO) has completed numerous studies on likely future EV adoption for planning purposes such as EV charging infrastructure needs. These studies also project greater levels of electrification of these larger passenger vehicles within the next five years. Given that a significant percentage of passenger vehicles registered in the state are classified as SUVs and light-duty trucks, the earlier SUV/light-duty truck EV adoption rates was adjusted to reflect the quicker levels of EV adoption now expected. Therefore, in future years the rate of EV adoption is assumed to be the same between passenger cars and SUVs/light-duty trucks in developing the new GHG rates whereas previously they differed.

## Appendix C.3 - Vehicle Mix Assumptions

Performed by: Juan Robles-CDOT

Reviewed by: Sabrina Williams-CDOT, Dale Wells-CDPHE

### Overview

The vehicle mix represents the type (i.e. motorcycles, passenger cars, SUVs, vans, trucks, etc.) of vehicles operating on a roadway. The GHG emissions rates are highly variable by vehicle class and generally increase with the size of the vehicle. For example, passenger cars emit significantly less GHGs per vehicle mile traveled (VMT) than heavy-duty trucks. While travel demand models forecast total on-road travel behavior, including trips from commercial vehicles, no travel demand model in the state is calibrated for commercial travel accurately enough to properly assign the on-road vehicle mix. Therefore, the real-world observed vehicle mix used to calculate GHG emissions for the Standard is developed from traffic observations (counts) collected by CDOT's vehicle count stations.

Vehicle mix is assigned from ATR data using both continuous and short-duration counts stratified by hour of the day, the [13 Federal Highway Administration \(FHWA\) vehicle classifications](#) as well as roadway and urban or rural area type updated for more recently observed years. Each ATR station's counts were used in conjunction with VMT weighting for the roadway to develop a ratio of vehicle types by hour for all of the major roadway types in Colorado. The VMT-weighting of the counts is a refinement of the previous vehicle mix assignment that used unweighted (straight) counts in the previous emissions calculations. The VMT-weighting method was developed by CDOT and APCD in order to better reflect the vehicle mix outside the Front Range where the majority of ATR stations are located. Furthermore, for the 2025 vehicle mix used to calculate GHG emissions rates, post-pandemic (2023) vehicle classification counts were used. In the previous GHG emissions calculations methodology, pre-pandemic (2017-2019) vehicle classification counts were used. SMCG determined that an update to post-pandemic vehicle

classification counts should be made statewide to the emissions calculation methodology in order to more accurately reflect the vehicle mix that is currently present on roadways in the state as transportation behavior has altered since COVID due to factors including increased remote employment and land use changes.

## ATR Count Data Methodology

To assign the vehicle mix percentages by roadway functional category, a total of 316 statewide count stations that collect hourly classification data were used. Of these count locations, 75 of them are permanent traffic recorders (ATRs), and 241 were short-term counts for the years 2022 and 2023. The 13-bin FHWA hourly counts were then grouped into the five Highway Performance Monitoring System (HPMS) class groups used in MOVES to calculate emission rates (passenger vehicles [including SUVs and light-duty trucks], motorcycles, buses, single unit heavy-duty trucks and combination heavy-duty trucks)

To calculate the vehicle mix fractions or percentages for each functional class by individual hours, the VMT-weighted sum of all hourly volumes from each class was divided by the total number of counts for each class. This means that ATR stations have a larger weight than short-term count locations because there are many more hourly counts available from ATRs, and that count stations with higher volumes or VMT have a higher weight than stations with low volumes or VMT.

A simplified example would be if the number of total individual hourly volumes at an ATR station were 20,000 vehicles and 17,000 vehicles were observed to be passenger vehicles and 1,000 vehicles were single unit (SU) trucks. In this case, the percentage of passenger vehicles for that station in that individual hour is assigned to be 85% and the fraction of SU trucks would be 15%.

[Figure C-1](#) below shows percentages for the Urban Freeways and Expressways functional category with reliance on 11 ATRs. The average percentages for this class are shown in green and the percentages for each of the ATRs are below the green bar. Only the aggregated values for the entire area type and roadway functional classification are used to calculate emissions for the state, the individual data shown for each ATR station is used in the calculation of average vehicle mix percentages.

**Figure C-1. Example illustrating calculation of vehicle mix percentages as a weighted average of count data from multiple locations**

Sta_ID	Rural_Urban	Func_Class	Average VMT	M-cycles	Pass_veh	Buses	SU	Combo
	Urban	(2) Freeway & Expr	109,926	0.17%	97.37%	0.13%	1.25%	1.09%
000003	Urban	(2) Freeway & Expr	134,451	0.19%	97.38%	0.06%	1.12%	1.25%
000004	Urban	(2) Freeway & Expr	168,873	0.07%	98.27%	0.29%	0.76%	0.61%
000503	Urban	(2) Freeway & Expr	57,247	0.10%	98.96%	0.07%	0.50%	0.37%
000504	Urban	(2) Freeway & Expr	246,762	0.18%	97.05%	0.23%	1.53%	1.02%
000506	Urban	(2) Freeway & Expr	91,498	0.13%	97.97%	0.10%	1.24%	0.56%
100331	Urban	(2) Freeway & Expr	131,878	0.20%	98.27%	0.20%	0.85%	0.48%
103608	Urban	(2) Freeway & Expr	104,847	0.11%	98.44%	0.09%	0.72%	0.64%
103684	Urban	(2) Freeway & Expr	81,433	0.12%	89.91%	0.25%	3.38%	6.34%
103712	Urban	(2) Freeway & Expr	11,012	0.10%	89.71%	0.11%	3.29%	6.78%
105548	Urban	(2) Freeway & Expr	164,048	0.19%	97.45%	0.07%	1.22%	1.08%
107556	Urban	(2) Freeway & Expr	121,040	0.13%	96.99%	0.10%	1.77%	1.02%

Of the seven roadway functional categories:

- (1) Interstate
- (2) Freeway & Expressway
- (3) Other Principal Arterial
- (4) Minor Arterial
- (5) Major Collector
- (6) Minor Collector
- (7) Local

CDOT does not collect classification data on Minor Collectors, Ramps or Local roads that would permit the calculation of accurate mix percentages for these roadways. Thus, there is no vehicle classification count data available at a statewide level for these roads. However, travel models must account for vehicle travel for all road types in the state to accurately predict passenger trips and associated VMT whose emissions need to be accounted for. CDOT and APCD determined the most suitable approach for assigning the vehicle mix on these access roads for the purposes of calculating GHG emissions was to assign the same vehicle mix as the most similar roadway functional classification for which vehicle classification was available. In this case, functional classes six and seven would use the rates from Major Collectors.

The result is a compiled table of the observed individual hourly vehicle mix by HPMS category for the seven roadway functional classifications that are represented in the travel modeling for a GHG compliance area.

The vehicle mix is applied to the travel model run data in the MS Access database that calculates the mass total emissions and is not considered directly within the MOVES modeling to develop the GHG emissions rates as discussed later in the documentation of the GHG emissions analysis methodology.

## **Appendix C.4 - Vehicle Classes Considered**

**Performed by:** Mobility Analysis Section-CDOT

**Reviewed by:** Sabrina Williams-CDOT, Juan Robles-CDOT

The original GHG rates developed in MOVES for use in prior analyses to demonstrate compliance with the standard had unique rates for six HPMS vehicle categories: motorcycle, passenger cars, passenger trucks, buses, single unit heavy trucks, and combination heavy trucks. These GHG emissions rates by HPMS category are applied to the travel model data in the MS Access database in conjunction with the observed vehicle mix fractions (observed vehicle classification counts) to calculate total mass GHG emissions for a compliance area. However, Division of Transportation Development Mobility Analysis Section staff realized that because vehicle classification counts are recorded by the number of axles and length of a given vehicle, the CDOT count network often records SUVs and light-duty trucks as passenger cars. Furthermore, in MOVES the type of vehicles are not grouped by the body style of a vehicle, rather by similar characteristics of the engines and associated emissions profiles. This results in many vehicles that are commonly thought of as passenger vehicles, such as wagons and crossovers, being considered to be passenger trucks in the MOVES model.

To more accurately account for the number of larger passenger vehicles and to minimize the discrepancy between the CDOT count network's data collection mechanism and the MOVES model vehicle source types, a refinement was made to the number of vehicle classes considered in the GHG emissions calculations to combine passenger cars and SUVs/light-duty trucks to reflect total passenger vehicles. This was performed by aggregating the observed vehicle classification counts to a new HPMS25 vehicle category representing all passenger vehicles instead of differentiating between passenger cars and SUVs/light-duty trucks. This resulted in reducing the number of HPMS classes considered in the MOVES model to develop the updated GHG emissions rates from six to five categories of vehicles: motorcycles, passenger vehicles, buses, single-unit heavy trucks, and combination heavy trucks.

The refinements to the number of vehicle classes considered results in an increased representation of SUVs/light-duty trucks and their associated GHG emissions in the state that more accurately depicts present real-world observed conditions. Furthermore, the

approach of representing all passenger vehicles as a single HPMS category is now consistent with the manner in which CDOT reports HPMS data for the state.

## Appendix C.5 - MOVES4 GHG Emissions Rates

Performed by: Sabrina Williams, CDOT

Reviewed by: Dale Wells, APCD-CDPHE

### Overview

Incorporating the DAF future EV planning assumptions required new emissions rates to be developed in MOVES. Emissions rates were generated using the MOVES version 4.1.2 (MOVES4). Previously MOVES version 3.0.1 (MOVES3) was used to generate the original GHG emissions rates. The change in GHG emissions rates specific to changing to model versions is minimal due to the previous and continued high levels of EV/ZEV adoption assumed in future years, which is discussed in later sections. For more information about GHG modeling using MOVES, see the [Using MOVES for Estimating State and Local Inventories of On-road Greenhouse Gas Emissions and Energy Consumption](#) guidance document. The MOVES4 Run Specifications used to generate the GHG emissions rates may also be found in later sections.

### MOVES4 Run Specifications

The run specification (RunSpec) parameters outlined below were used to calculate GHG emission rates with MOVES. CDOT performed the MOVES4 modeling to develop the new GHG emissions rates and model results and inputs were reviewed and verified by APCD for accuracy. The MOVES modeling methodology is largely consistent with APCD's previous process to calculate GHG emissions except where noted.

The three modeled years: 2030, 2040, and 2050, used the same run specifications except for where specified (e.g., the year being modeled). Each of the three modeled years has five related run specifications to separate the emission rates by vehicle type, as described in the On-road Vehicles section, i.e., five MOVES runs per compliance year. This denotes a change from the previous GHG emissions rates that were generated using six model runs to represent vehicle types by aggregating passenger cars with SUVs and light-duty trucks into a single MOVES run. When used for modeling compliance with the Standard the GHG emissions rates are applied identically between an agency(s) baseline plan and compliance plan demonstrations, e.g., there is no emissions benefit given to a compliance demonstration for future EV/ZEV adoption. If an MPO or CDOT were to develop a project in a long-range transportation plan specific to switching vehicle types or vehicle fuel types in a future year, this will be revisited by SMCG for consideration on how to best represent these types of planning actions.

### Scale

The “Scale” parameters define the model type (on-road or non-road), domain/scale, and calculation type.

## Model Type

On-road was the model type selected. This estimates emissions from motorcycles, cars, buses, and trucks that operate on roads.

Non-road/off-network emissions were not included. These emissions are from equipment used in applications such as recreation, construction, lawn and garden, agriculture, mining, etc. and are outside of the scope of this analysis.

## Domain/Scale

MOVES allows users to analyze mobile emissions at various scales: National, County, and Project. While the County scale is necessary to meet statutory and regulatory requirements for State Implementation Plans (SIPs) and transportation conformity, either the County or National scale can be used for GHG inventories at the federal level. EPA recommends using the County scale for GHG analysis.

The County scale allows the user to enter locally-specific data through the County Data Manager whereas under the National Scale only MOVES default values are used. Providing local data significantly improves the precision of the modeling results and allows the MOVES users to better evaluate future planning scenarios. Therefore, the County Scale was used.

County Scale in MOVES can be used to model a single county, or a larger representative group of counties such as a nonattainment area or entire state that share common emissions characteristics such as fuel types and blends, emissions testing programs, vehicle age and other considerations. For this modeling, Adams County was used as the representative county on MOVES to develop the statewide GHG emissions rates. All non-default inputs in MOVES4 used in the County Data Manager are representative of the most currently available statewide vehicle data compiled by APCD for EPA's National Emissions Inventory (NEI) Reporting, with the exception of future EV/ZEV adoption rates at the direction of IACT.

## Calculation Type

MOVES has two calculation types - Inventory (total emissions in units of mass) or Emissions Rates (emissions per unit of distance for running emissions or per vehicle for starts and hotelling emissions) in a look-up table format that must be post-processed to produce an inventory. Either may be used to develop emissions estimates for GHGs.

The Emission Rates calculation type was used. Emissions Rates calculation type requires more post-processing; however, this also allows for a consolidated set of GHG emissions rates that can be used statewide by any GHG compliance agency with minimal emissions modeling required from an MPO. Furthermore, this method provides for not needing to rerun MOVES if there is a change to an agency's travel model.

## Time Span

The “Time Span” parameters define the years, months, days, and hours that emissions are calculated.

When Emission Rates is specified in the RunSpec, users may choose to approach the selection of options in the Time Spans Panel differently than when running MOVES in Inventory mode. For example, when modeling running emission rates, instead of entering a diurnal temperature profile for 24 hours, users can enter a range of 24 temperatures in increments that represent the temperatures over a period of time. By selecting more than one month and using a different set of incremental temperatures for each month, users could create a table of running emission rates by all the possible temperatures over an entire season or year.

When using Emission Rates instead of Inventory, the time aggregation level is automatically set to Hour and no other selections are available. Pre-aggregating time does not make sense when using Emission Rates and would produce emission rates that are not meaningful. However, the year, month, and day must still be specified and will affect the emission rates calculated.

The time span parameters specified in the following subsections were also used because the travel model outputs represent an average weekday. These daily emissions are then translated into annual emissions in the final step of the emissions calculation process.

### Years

The County scale in MOVES allows only a single calendar year in a RunSpec. Users who want to model multiple calendar years using the County scale will need to create multiple RunSpecs, with local data specific to each calendar year, and run MOVES multiple times.

The years used were 2030, 2040, and 2050. Emission rates for each of these years were calculated separately. This accounts for information such as a changing age distribution of vehicles, fleet turnover and their corresponding fuel types and fuel efficiencies.

### Months

MOVES allows users to calculate emissions for any or all months of the year. If the user has selected the Emission Rates option, the Month can be used to input groups of temperatures as a shortcut for generating rate tables for use in creating inventories for large geographic areas.

The months used were January and July to match the previous modeling by APCD. These represent winter and summer months and generally the extremes in annual weather conditions. This accounts for changes in fuel efficiency between warm and cold temperatures throughout the year. The arithmetic averages of emission rates from January and July were used for the final emissions inventory to represent an annual average GHG emissions rate.

## Days

Weekdays and weekend days can be modeled separately in MOVES. MOVES provides the option of supplying different speed and VMT information for weekdays and weekend days to allow the calculation of separate emissions estimates by type of day.

The days used were weekdays to match the TDM output data. These represented the emission rates for an average weekday. The results are annualized in one of the final steps for calculating the GHG emissions to approximate a full year.

## Hours

The hours used were all 24 hours of the day (i.e., clock hours ending at 1:00 AM, 2:00 AM, 3:00 AM, etc.). These represent the emission rates for individual hours of a day. This accounts for changes in fuel efficiency between warm and cold temperatures throughout the day.

## Geographic Bounds

The “Geographic Bounds” parameter defines the county(s) used. For a county-scale run, only one county can be selected per RunSpec. The county used was Adams County, Colorado; however, any county in Colorado could have been selected as the MOVES modeling defined input parameters such as the vehicle age used to estimate emission rates using statewide data.

## On-Road Vehicles

MOVES describes vehicles by a combination of vehicle characteristics (e.g., passenger car, passenger truck, light commercial truck, etc.) and the fuel that the vehicle is capable of using (gasoline, diesel, etc.). This is required to specify the vehicle types included in the MOVES run.

The “On-road Vehicles” parameter defines the source types (i.e., vehicle types) and their fuels (gasoline, diesel, electricity, etc.). All combinations of vehicle types and fuels available in MOVES4 were used to calculate the emission rates; except that no EV/ZEVs are assumed for buses or commercial vehicles. The process for assigning what vehicle types are represented in the model run has been refined from the previous method that used separate MOVES runs to represent passenger cars vs. SUVs and light-duty trucks. The MOVES model runs used in the GHG rates update now match the MOVES HPMS types defined in the model that aggregates all passenger vehicles into a single category (HPMS=25).

[Table C-1](#) illustrates the HPMS categories.

Table C-1. Composition of vehicle types used for MOVES emissions modeling

MOVES Vehicle Source Type	HPMS Name	HPMS (Current)	HPMS (Previous)
Motorcycle	Motorcycles	10	10
Passenger Car	Light-Duty Vehicles	25	20
Passenger Truck	Light-Duty Vehicles	25	30
Light-Commercial Truck	Light-Duty Vehicles	25	30
Other Buses	Buses	40	40
Transit Bus	Buses	40	40
School Bus	Buses	40	40
Refuse Truck	Single Unit Trucks	50	50
Single Unit Short-Haul Truck	Single Unit Trucks	50	50
Single Unit Long-Haul Truck	Single Unit Trucks	50	50
Motor Home	Single Unit Trucks	50	50
Combination Short-Haul Truck	Combination Trucks	60	60
Combination Long-Haul Truck	Combination Trucks	60	60

## Road Type

The Road Type in MOVES is used to define the types of roads that are included in the run. There are four categories of road types in MOVES used to represent onroad emissions and they are separated between urban vs. rural and ramp-controlled (Interstates) vs. non ramp-controlled (local roads). Assignment of the correct road type when calculating emissions is important because in MOVES the vehicle drive cycles assumed in the model are variable by road type, e.g., MOVES assumed more stop and go traffic on local roads associated with intersection controls than interstates, as well as area type, e.g., MOVES assumes a greater level of congestion on local roads in urban areas than rural areas. MOVES also has an option for Off-Network road types which would be associated with vehicle emissions not occurring in traffic, e.g., idling vehicles at a large transit station. All road types were selected in MOVES. The Off-Network road type must be selected for MOVES to execute in Emissions Rate mode, but was not used in the emissions calculations as they are not on-road emissions.

## Pollutants and Processes

The Pollutants and Processes Panel allows users to select from various pollutants, types of energy consumption, and associated processes of interest. In MOVES, a pollutant refers to particular types of pollutants or precursors of a pollutant but also includes energy consumption choices. Processes refer to the vehicle mechanism by which emissions are released, such as running exhaust or start exhaust. Users should select all relevant processes associated with a particular pollutant to account for all emissions of that pollutant. Generally, for this project, that includes running emissions, e.g. emissions processes associated with vehicle start-ups, extended idling and refueling occur on Off-Network road types in MOVES.

The CO<sub>2</sub> Equivalent pollutant is the sum of the global warming potential of Carbon Dioxide (CO<sub>2</sub>) and all other greenhouse gases expressed as a unit CO<sub>2</sub> Equivalents. (CO<sub>2</sub>e) is the pollutant of interest in MOVES as it accounts for all greenhouse gas emissions considered in MOVES. MOVES requires several other prerequisite pollutants for CO<sub>2</sub>e, e.g., methane; whose individual global warming potentials are calculated within the model and appropriately summed with CO<sub>2</sub> and reported as CO<sub>2</sub>e.

## General Output

The General Output parameters define the output database, units, and activity.

### Output Database

Results from the five related HPMS RunSpecs for a given analysis year (2030, 2040, 2050) can be stored together in a single output database for convenience, or separate databases can be created for each run. The RunSpecs must have the same units and aggregation or MOVES will not execute. A different output database is required for each year and varying MOVES RunSpec. A consistent and informative naming convention for the output database assists in file housekeeping. Five output databases were used for each year modeled representing a single HPMS category for that year. Each output database contained results for the modeled year and vehicle HPMS category.

### Units

Users can select from any of the mass unit selection options but should generally choose a unit whose magnitude is appropriate for the parameters being analyzed.

The units selected in the MOVES RunSpecs are grams for mass, joules for energy, and miles for distance.

### Activity

MOVES allows the user to select multiple activity output options. As Emissions Rates were selected MOVES automatically reports emissions in mass units per distance traveled (grams/VMT) for each month and hour selected in the MOVES Time Spans panel for each Road Type selected in MOVES.

## Output Emissions Detail

This panel allows the users to make selections that will additionally disaggregate the data beyond what is automatically reported by MOVES. Certain selections are automatically made by MOVES based on the RunSpec definition and cannot be unselected.

No optional details were selected in this panel as the outputs automatically reported by MOVES for these RunSpecs contain sufficient detail for calculating GHG emissions in this manner.

## Input Database (Formerly the County Data Manager)

The previous panels in MOVES defined the RunSpec and the format of the output data. The next step is to create the input database where files with local data are imported.

The RunSpec parameters selected in the other panels in MOVES define the file structure and required data for the input database and constrain all files imported into MOVES to this structure or errors are generated and the model will not execute. Therefore, it is recommended that the MOVES user make this Input Database the last panel used in the MOVES graphical user interface (GUI) as any alterations to the RunSpec can result in needing to recreate its settings.

One input database was created for each model year for each vehicle HPMS category; a total of 15 MOVES model runs. Data is imported into the input database for each MOVES run, as specified below.

### Age Distribution

The Age Distribution in MOVES represents the distribution of the age of each vehicle type in MOVES from 0-30 years old (vehicles whose model years are 31 years and older). The age distribution is a critical input in MOVES as this directly assigns the specific vehicle model years and vehicle characteristics, e.g., fuel types and associated emissions rates. MOVES allows the user to import locally specific data as was performed in this analysis. APCD develops locally specific age distributions from all vehicles registered in the state every three years for the EPA's National Emissions Inventory (NEI) reporting at the county and statewide level, as well as for the Denver Metro/North Front Range 8-hr Ozone Nonattainment Area. For this analysis, the statewide age distribution for the 2024 NEI reporting was imported into MOVES4 except for long-haul commercial vehicles. National default values were used for long-haul commercial vehicles as a significant portion of these vehicles in the state are registered elsewhere in the country.

### Average Speed Distribution

Vehicle tailpipe emissions rates are highly affected by the speed the vehicle is traveling. At lower speeds associated with congestion emissions rates are higher and rates decrease until vehicles are traveling at speeds of approximately 55 miles per hour (mph) where at that point emissions rates begin to increase again. MOVES requires an Average Speed

Distribution be imported to perform a model run. This distribution is an important input in Inventory Mode as it represents the detailed information concerning the on-road speeds of vehicles and related emissions rates by road type, hour of the day, day of the week, and month of the year. In Emissions Rates mode, however, the average speed distribution is not used and for this analysis national default values were used.

## Fuel

The fuels data in MOVES assigns the specific fuel formulations, including chemical properties, for all petroleum vehicles as well as the fuel types for each vehicle type by model year including representation of EV/ZEVs in the model through the Alternative Vehicles Fuels and Technologies (AVFT) file. For the GHG analysis, default fuel values were used with the exception of the AVFT data.

The AVFT file specifies the fraction of each fuel used by a vehicle type, e.g., gas, diesel, ethanol and electricity, for vehicle model years 1960-2060. It is important to specify these fractions by model year as this provides a more accurate estimate of the fuel economy standards and emissions improvements associated with fleet turnover as older higher emitting vehicles are retired and replaced with lower emitting vehicles than assuming an average fuel mix for an entire vehicle type in MOVES.

In a MOVES run, vehicle data is only considered for the same vehicle model year as the analysis year selected in the RunSpec and and the previous 30 vehicle model years, i.e., the fuel mix considered in a specific run is assigned from the Age Distribution in MOVES.

Although EV/ZEVs have zero GHG emissions, these vehicles do have emissions of other pollutants, such as particulate matter, and should be represented within MOVES. Therefore, future EV/ZEV planning assumptions are directly considered within MOVES and there is no “zeroing” out of EV/ZEV VMT, because that VMT corresponds to a GHG tailpipe emissions rate of zero. For this analysis the AVFT file used the same motor vehicle registration data for the 2024 NEI as the Age Distribution through vehicle model year 2024 after which the DAF EV planning assumptions for light-duty vehicles were incorporated to represent future EV adoption levels. MOVES4 contains default values for future EV adoption for commercial vehicles; however, this data was not used in the model and no EV/ZEVs were considered for commercial vehicles.

## Meteorology

Vehicle emissions rates can vary by temperature and humidity, particularly for criteria pollutants and mobile source air toxics. However, GHG emissions from vehicles relate to atmospheric conditions solely based on a driver’s comfort and their likely usage of air conditioning in a vehicle and resultant impacts to fuel economy. The default values for Meteorology in MOVES represent actual climate data for all individual counties in the nation as collected from the National Climate Data Center. MOVES default data for Adams County, Colorado was used for the months of January and July in the analysis, which is consistent with the RunSpec.

## Road Type Distribution

MOVES does not have default data for the Road Type Distribution and it must be created and imported by the user. In Emissions Rates the Road Type Distribution data in a MOVES run does not impact the results and is not an important file in the analysis, but must be present and correctly compiled for the model to run. A Road Type Distribution file was provided by APCD imported in MOVES for the analysis.

## Source Type Population

MOVES requires the Source Type Population file to be present in MOVES and there is no national default data available in MOVES. However, this file does not change the results in Emissions Rates as this data is used for calculating vehicle emissions associated with off-network activity, e.g., extended periods of idling at a truckstop or a large number of vehicles congregating at a transit station. As these vehicle emissions are not truly occurring “on-road” they are not accounted for in the analysis or present in the Emissions Rates output files. The Source Type Population was provided by APCD from the 2024 NEI and used in the analysis.

## Vehicle Type VMT

The Vehicle Type VMT is required to run MOVES and is very important if Inventory is selected in the RunSpec. However, in Emissions Rates mode this data does not change the results; moreover, a single vehicle classification is considered in this analysis so the VMT considered in MOVES does not vary by vehicle category. Default Vehicle Type VMT data was imported in MOVES for all runs with the exception of the annual HPMS file that was provided by APCD from the 2024 NEI in order for MOVES to run.

## Inspection and Maintenance Program

The Denver Metro/North Front Range Ozone Nonattainment Area has a vehicle inspection and maintenance (I/M); i.e., emissions testing program as an emissions reduction strategy in the state implementation plan (SIP) for all or a portion of these nine counties in the state. However, in MOVES there is no GHG tailpipe emissions benefit associated with I/M programs as emissions control devices such as catalytic converters and diesel particulate filters do not reduce emissions of GHGs. In MOVES there is a slight methane credit given to I/M programs associated with evaporative emissions; however, these emissions reductions are insignificant compared to net GHG emissions that are dominated by tailpipe exhaust. The check box for “No I/M Program” was selected since there is not a statewide I/M program and accounting for the minimal GHG emissions credit within the ozone nonattainment area would result in no meaningful change to the results.

## MOVES Output Data and Post-processing

### Output Database (HeidiSQL)

After MOVES has successfully completed a model run the results are stored in the output database that was created in the RunSpec. The MOVES install package includes HeidiSQL

which is an open source database software and results are automatically stored here as well as the data that was imported into the input database for that RunSpec.

The main output file of interest in MOVES for this analysis is the “Rate Per Distance” table. The file associated with each MOVES run contains the emissions rates for the HPMS category being analyzed for the months, road types and pollutants specified in the RunSpec for every individual hour of the day by speed bin. This table was queried in HeidiSQL to select only emissions of CO<sub>2</sub>eq as that is the pollutant of interest in the analysis and those results were exported from the HeidiSQL as a .csv file for each MOVES run.

### **Post-Processing Emissions Rates by Speed and Month**

Emissions Rates mode in MOVES does not produce emissions rates associated with speed changes at the level of rates at individual integer speeds in miles per hour values. Rather MOVES aggregates emissions by speed into groups of 16 speed bins with each bin corresponding to a five mile per hour maximum and minimum range of vehicle speeds, e.g., 42.5 mph to 47.5 mph. This results in faster model run times and smaller output files, and could be appropriate in instances where only a qualitative analysis is needed. However, for the purposes of this quantitative analysis a greater level of granularity concerning emissions rates by speeds is needed for GHG emissions results precise enough for accurate comparison to the absolute standards associated with each compliance year.

Previously the emissions rates were post-processed to produce emissions rates in grams per mile at individual integer speeds through interpolation in an additional MS Access database that was separate from the database utilized to calculate total mass GHG emissions for a compliance area. In revising the analysis, the interpolation methodology to develop GHG emissions rates in individual integer mph values remains unchanged, but APCD has consolidated this step into the same MS Access database used by an agency to calculate the total GHG emissions for a compliance area. Average annual emissions rates were similarly generated from a straight average of the emissions rates from the representative months of January and July in MOVES output data in the MS Access database.

### **Appendix C.6 - Calculation of Mass GHG Emissions**

**Performed by: Dale Wells-ACPD**

**Reviewed by: Sabrina Williams-CDOT**

Total mass GHG emissions for a compliance area are calculated in MS Access databases for 2030, 2040 and 2050 that are developed by APCD and are unique for each MPO/non-MPO area based on the design and structure of each compliance agency’s travel modeling platform as well as the format the travel model runs data is provided.

Each database contains lookup tables for the GHG emissions rates and vehicle mix ratios that are consistent statewide, and the travel model run files specific to each individual

agency. There are additional tables in each database that appropriately assign each link a road type from MOVES based on the area type and roadway functional classification based on an agency's travel modeling metadata.

## Travel Model Data Considerations

Prior to calculating GHG emissions an agency must remove all links extending outside of their GHG compliance area that are represented in the travel model run. This is performed by a compliance agency splitting any sections of links that may go outside a compliance area in comparison to their boundary in appropriate spatial software, e.g., ESRI geographic information system (GIS) or TransCAD, so that only the portions of the link within a compliance area boundary are considered in the GHG emissions calculations for the agency. Following the splitting of links, the length of those split links must be recalculated. Whether this calculation is done automatically or manually depends on the particular software platform in use. Once the lengths of any split links are calculated, the VMT for the split links can be calculated by multiplying the recently-calculated link length by the predicted travel volumes.

GHG emissions rates are highly variable by vehicle speeds, and to a much lesser extent individual hours of the day based on temperature and use of cooling in the cab of the vehicle. Ideally, some form of dynamic traffic assignment would be used (such as the Simulation-Based Assignment of PTV VISUM) to estimate such within-day variation in travel speed. Static assignment of 24 individual hours would produce similar output data for GHG emissions calculations. Conversely, if an agency's travel model has less than 24 time periods, coordination is required between CDOT, APCD and individual MPOs on an agreed upon process for disaggregating travel model data with predicted vehicle volumes and speeds from time periods representing multiple hours to discrete individual hours. This is particularly important for agencies with a traffic assignment process that contains a single off-peak period representing 22 hours travel behavior in a day. In this instance simply dividing the predicted volumes on a link by the number of hours in the period is likely to greatly underestimate travel volumes during the AM and PM peak shoulders and midday hours, while overestimating travel volumes in nighttime hours. Furthermore, the use of the predicted speed for a link from a four-step model during an off-peak hours is likely to overestimate speeds during the AM and PM peak shoulders and midday hours which results in underestimating emissions during this time of day.

## Querying the Database

The MS Access databases developed by APCD each contain numerous queries that run in sequence. These queries assign the correct GHG emissions rates and vehicle mix ratios at the link level through a series of joins. The length of each link is multiplied by the predicted hourly volume to calculate the VMT for that hour that then is multiplied by the vehicle mix ratio and appropriate GHG emissions rate for that vehicle class to calculate the emissions. Emissions for the links are then summed together to calculate the final

database output which is daily GHG emissions in short-tonnes for each travel model scenario.

## **Calculation of Annual Emissions and Modeled Reductions**

The emissions in GHG short-tons/day from the MS Access database are extracted into spreadsheet workbooks, e.g., MS Excel, and annualized through multiplying the weekday emissions by 338 to get annual emissions. Standard unit conversions (one US short ton = 0.907185 metric tons) are applied to calculate the GHG emissions in million metric tons (MMT) per year for each agency's baseline and compliance travel model scenarios for 2030, 2040, and 2050. The modeled emissions reduction for each year is simply calculated by subtracting the compliance emissions from the baseline emissions. The modeled emissions reduction is then compared to the agency's reduction target for that compliance year to determine if compliance with the Standard has been demonstrated through modeling or if mitigation is required.



## Appendix D - CDOT/Non-MPO GHG Emissions Modeling Memorandum

**To:** Transportation Commission  
**From:** Sabrina Williams, GHG Program Modeler  
**Date:** December 29, 2025

**Subject:** Methodology for Assigning Individual Hourly Volumes and Speeds from CDOT's Travel Model in the GHG Emissions Database for the non-MPO area.

### Background:

The MOVES modeling conducted for the Standard generated greenhouse gas (GHG) emissions rates in grams of CO<sub>2</sub>eq/VMT for each individual hour of the day (24hrs) that is further disaggregated by speed, vehicle type, and road type. APCD uses the MOVES emissions rates in conjunction with a GHG compliance area's predicted total daily on-road travel activity for each compliance year within a database platform to calculate predicted total annual GHG emissions (million metric tonnes, MMT/yr) to verify whether an area can demonstrate compliance with GHG Rule for Transportation Planning.

To accurately calculate total daily and annual GHG emissions it is necessary for the GHG database to assign individual hourly volumes and speeds (24hrs/day) at the link level from the travel model's daily output. Most travel models for GHG compliance areas in Colorado do not use 24 time periods that facilitate this individual hourly assignment. Therefore, GHG compliance areas with fewer than 24 time periods need to develop a mutually agreed upon process for the assignment of individual hourly volumes and speeds within the GHG database that interacts with the travel model output to calculate GHG emissions. Each GHG compliance agency documents the agreed upon process for assigning individual hourly volumes and speeds from their travel model in the agency's GHG report.

## Methodology

Generally hourly count data used to validate the travel model can be also utilized to develop logical mathematical formulas that assign individual hourly volumes at the link level. Professional judgement is used to determine the appropriate speeds for these periods, also at the link level; often by comparing the hourly counts for the off-peak period to peak period counts to determine if peak period predicted speeds should be assigned at an individual link level during these hours. However, not all travel models in the state are validated with hourly counts, e.g., the CDOT model is validated with daily counts. Travel models validated with daily counts may have any number of time of day periods. The CDOT travel model has ten time of day periods, which range in duration from a half-hour a.m. early shoulder to a seven-and-a-half-hour overnight period. With more periods of shorter duration, simply dividing the predicted period volume by the number of hours in that period to calculate an hourly volume, and assigning the same predicted speed from the travel model at the individual link level can be a reasonable approximation. The process that CDOT uses to convert period volumes to hourly volumes is shown in [Table D-1](#). CDOT uses the period link speed for all relevant hours in that period.

**Table D-1. Conversion of CDOT travel modeling periods for GHG emissions calculation**

Hour ending at	Model period & description	Calculate hourly volume by dividing period volume by ...
1:00 a.m.	OP1 (11:00 p.m. to 6:30 a.m.)	7.0
2:00 a.m.	OP1 (11:00 p.m. to 6:30 a.m.)	7.0
3:00 a.m.	OP1 (11:00 p.m. to 6:30 a.m.)	7.0
4:00 a.m.	OP1 (11:00 p.m. to 6:30 a.m.)	7.0
5:00 a.m.	OP1 (11:00 p.m. to 6:30 a.m.)	7.0
6:00 a.m.	OP1 (11:00 p.m. to 6:30 a.m.)	7.0
7:00 a.m.	AM1 (6:30 to 7:00 a.m.)	1.0
8:00 a.m.	AM2 (7:00 to 8:00 a.m.)	1.0
9:00 a.m.	AM3 (8:00 to 9:00 a.m.)	1.0
10:00 a.m.	OP2 (9:00 to 11:30 a.m.)	2.5
11:00 a.m.	OP2 (9:00 to 11:30 a.m.)	2.5

Hour ending at	Model period & description	Calculate hourly volume by dividing period volume by ...
12:00 noon	OP2 (9:00 to 11:30 a.m.) & OP3 (11:30 a.m. to 3:00 p.m.)	OP2 / 5 + OP3 / 7
1:00 p.m.	OP3 (11:30 a.m. to 3:00 p.m.)	3.5
2:00 p.m.	OP3 (11:30 a.m. to 3:00 p.m.)	3.5
3:00 p.m.	OP3 (11:30 a.m. to 3:00 p.m.)	3.5
4:00 p.m.	PM1 (3:00 to 5:00 p.m.)	2.0
5:00 p.m.	PM1 (3:00 to 5:00 p.m.)	2.0
6:00 p.m.	PM2 (5:00 to 6:00 p.m.)	1.0
7:00 p.m.	PM3 (6:00 to 7:00 p.m.)	1.0
8:00 p.m.	OP4 (7:00 to 11:00 p.m.)	4.0
9:00 p.m.	OP4 (7:00 to 11:00 p.m.)	4.0
10:00 p.m.	OP4 (7:00 to 11:00 p.m.)	4.0
11:00 p.m.	OP4 (7:00 to 11:00 p.m.)	4.0
12:00 midnight	OP1 (11:00 p.m. to 6:30 a.m.)	7.0

Source: CDOT, CDPHE



## Appendix E - CDOT/Non-MPO Boundary Memorandum

**To:** Transportation Commission  
**From:** Sabrina Williams, GHG Program Modeler  
**Date:** December, 29 2025

**Subject:** Overview of Coordinated Modeling Approaches for Compliance with GHG Rule (2 CCR 601-22)

### Background

CDOT has completed its efforts to model Greenhouse Gas (GHG) emissions within the non-MPO boundary in order to comply with 2 CCR 601-22, referred to herein as the Standard. Throughout this process, CDOT coordinated closely with Colorado Air Pollution Control Division (APCD) as well as members of the Statewide Model Coordination Group (SMCG) on the most appropriate ways to proceed. After reaching agreement on the process for representing emissions in the non-MPO area, all MPOs were given opportunity to review and comment on this representation of travel and emissions as presented in CDOT's Updated Plan and GHG emissions analysis through an interagency review. This memorandum documents CDOT's interagency review period and comments received on the boundary file that spatially represents the non-MPO area as well as the appropriateness of any links that were required to be split at this boundary file for the purposes of performing GHG emissions calculations associated with the Updated Plan.

### Boundary File Representing the non-MPO Compliance Area

**Review Period:** October 8, 2025 to November 7, 2025

**Reviewing Agencies:** DRCOG, NFRMPO, PPACG, GVMPO, PACOG

CDOT provided all MPOs the boundary file developed by CDOT for spatially representing the non-MPO GHG compliance area, which comprised a representation of the MPO boundaries of each individual agency on a statewide scale. CDOT requested the MPOs to review and either propose revisions/modifications of the representation of their MPO boundary or provide concurrence. Although several agencies noted that the legal definition of their MPO boundary had changed, these

will not go into effect for the purposes of demonstrating compliance with the Standard for CDOT's Updated Plan. No agencies identified errors in representing their MPO boundary as legally defined for this Updated Plan. Therefore, CDOT used the boundary file initially developed for this Updated Plan without modifications as agreed upon between SMCG member GHG compliance agencies.

## **Splitting Links at the non-MPO Boundary**

**Review Period: December 5, 2025 to December 15, 2025**

**Reviewing Agencies: DRCOG, NFRMPO, PPACG, GVMPO, PACOG**

Following interagency review and approval of the representation of the non-MPO area for the purposes of calculating GHG emissions, CDOT split the roadway links from the travel model at locations where portions of roadways extended outside of the non-MPO area into an MPO boundary. CDOT provided the MPOs with the statewide roadway network with the split links at the approved non-MPO boundary file and requested agencies to review that all links crossing outside of the non-MPO boundary had been correctly split at their boundary. No agencies provided comments that a link crossing into their MPO boundary from the non-MPO area as represented in the CDOT travel model had been incorrectly split.



# COLORADO

## Department of Public Health & Environment

January 2, 2026

Darius Pakbaz - CDOT

Senior Executive Service • Division of Transportation Development •  
CDOT

2829 W Howard Place, Denver, CO 80204

Subject: Greenhouse Gas (GHG) Transportation Report For the Colorado Department of Transportation (CDOT) as required by the Colorado Greenhouse Gas Pollution Reduction Planning Rule

Per 2 CCR 601-22, Rules Governing Statewide Transportation Planning Process and Transportation Planning Regions, the Colorado Department of Public Health and Environment (CDPHE), Air Pollution Control Division (Division), is respectfully submitting our verification of the Transportation Greenhouse Gas Report associated with the 2050 Regional Transportation Plan 2024 Amendment.

Darius, thank you for the opportunity for CDPHE to review and verify the CDOT Transportation Greenhouse Gas Report.

Based on the analysis of the report, supporting datasets, and information provided, we can verify that the report and data inputs address the requirements of the Colorado Greenhouse Gas Pollution Reduction Planning Rule. The submitted package describes the baseline and compliance transportation demand modeling (TDM) runs and how with additional mitigation projects they meet the Rule requirements. The submitted package describes how the TDM model was deployed and how emissions were calculated. The Division finds the outputs to be mathematically correct.

The Division would like to thank the CDOT for providing the necessary data files and Report. The Division would also like to thank Dale Wells, Megan Carroll and Cody Johnston from the Division who performed the verification analysis.

Sincerely,



Michael Ogletree

Director, Air Pollution Control Division Colorado Department of Public Health and Environment

CC:

Christopher Laplante, CDOT

Elizabeth Rollins, CDOT

Erik Sabina, CDOT

Scott Ramming, CDOT

Sabrina Williams, CDOT

Dale Wells, APCD

Kevin Briggs, APCD

Erick Mattson, APCD



**COLORADO**  
Department of Transportation

## Consent Agenda Materials

Pages 302-344



*Figure 1 US 550- Silverton to Ouray*

# Transportation Commission (TC) Notes

Wednesday, December 17, 2025 - 1:00 PM

## Workshops

### Attendance:

Eleven Transportation Commissioners were present: Chair: Shelley Cook, Vice Chair: Barbara Bowman, Cecil Gutierrez, Elise Jones, Barbara McLachlan, Juan Marcano, Rick Ridder, Todd Masters, Terry Hart, Diane Barrett, and Hannah Parsons.

### 1. Budget Workshop - Jeff Sudmeier, Bethany Nicholas, and Kay Kelly

**Purpose and Action:** To review the fourth budget amendment to the FY 2025-26 Annual Budget in accordance with Policy Directive (PD) 703.0. The Division of Accounting and Finance (DAF) is requesting the Transportation Commission (TC) to review and adopt the fourth budget amendment to the FY 2025-26 Annual Budget, which consists of two items that require TC approval. The fourth budget amendment reallocates \$5.6 million total from the Innovative Mobility Programs as follows:

- \$3.0 million to the Rail Program to cover a two year intergovernmental agreement with the Front Range Passenger Rail District; and
- \$2.6 million to the Agency Operations line to increase funding for Innovative Mobility Program administration and align reporting with standard practice for other CDOT divisions and programs

### Discussion:

- Commissioner Cook asked about more specifics on what the \$3M to the Rail Project would be used for.
  - Kay Kelly explained that the \$3M would be split into two 1.5M payments with the both being used for entering an intergovernmental agreement (IGA) with the Front Range Passenger Rail District for planning and research that would help bring a ballot measure for the project to have a permanent stream of funding
  - First Phase(\$1.5 M) Technical part of the plan, which includes outreach, planning, refinements to service plan, and boundary determination.
  - Second Phase(\$1.5M) Final station plans, agreement with railroads, more advanced outreach
- Regarding adding \$2.6M to the Agency Operations line, Vice Chair Bowman wanted to thank Jeff Sudmeier and Kay Kelly for their presentation and congratulate the Office of Innovative Mobility (OIM) on their strategic growth.

## **2. Transportation Asset Management (TAM) Planning Budget for FY 2029 - 30 and FY2030-31 2031 - Darius Pakbaz, William Johnson, and Toby Manthey**

**Purpose and Action:** This workshop summarized recommended planning budgets developed by CDOT staff for asset classes in the Transportation Asset Management (TAM) program for fiscal years 2029-30 and 2030-31. Also described for both years is the proposed “TAM Cap,” which represents the total dollars dedicated to the TAM program each year. Note: The TAM planning budgets do not represent CDOT’s full investment in pavement, bridges and other assets. CDOT’s assets are supported by a range of funding, including strategic funds in the 10-Year Plan, the Regional Priority Program, Commissioner Program Reserve funds, the Statewide Bridge and Tunnel Enterprise, and more. This workshop is for Information only this month. Per Policy Directive 1609.0, CDOT staff will be asking the TC in a future meeting to approve the recommended planning budgets and TAM Caps for fiscal years 2029-30 and 2030-31. The TC will review the planning budgets again the year before they become “actual” budgets during the annual CDOT budget process.

### **Discussion:**

- Commissioner Jones requested a document showing all of the different amounts of money for asset management and pavement replacement, and expressed concern over CDOT not meeting 9 of 14 performance measures. The desire for a holistic method to understand where investments are going in order for the Commission to make decisions on the budget was emphasized. CDOT is looking at the asset elements of projects in the 10 Year Plan, not just the budgets, and once that is completed, they will be able to show a bigger picture of asset funding. The CDOT annual budget shows what is being allocated on an annual basis to each program. The 10-Year Plan is a budget program itself that goes to a wide variety of projects.
- As the 10-Year Plan moves forward, documents should provide the full picture the Commissioner is requesting.
- A question was raised regarding if there is a mechanism to understand what actions may improve performance measures.
- Appendices may be added to the 10-Year Plan that articulate some of the asset management programs. This would provide more information about everything in one place.
- The presenters were recognized and thanked for a great presentation.

## **3. US 50 SHIFT Passing Lane Request for Alternate Delivery-Construction Manager/General Contractor (CMGC) - Jennifer Sparks and Shane Ferguson**

**Purpose and Action:** As stated in the Project Delivery Selection Guidelines, Chief Engineer approval is required for a project to be delivered using any Alternative Delivery Method. On September 24, 2025 and October 2, 2025, the US50 Safety/Operational Highway improvements for Freight and Transit (SHIFT) Passing Lanes Project Team held a Project Delivery Selection Matrix (PDSM) workshop facilitated by The Alternative Delivery Program, to analyze the potential benefits of using an Alternative Delivery Method to deliver the US50 SHIFT Passing Lanes project. The US50 SHIFT Passing Lanes project will construct 12 individual passing lanes across five segments of US 50B between Pueblo and the Kansas State line (MP 345.5 to 460.5). The major work features are roadway widening and related work including

pavement, embankment, extending drainage structures, signing, and striping. The project may be broken into multiple construction packages due to geographical location and the length of time needed to acquire ROW and obtain clearances. A FHWA INFRA Rural Grant was awarded to this project. The grant has requirements to begin construction no later than 18 months from the grant agreement obligation and a final FHWA obligation deadline of September 30, 2028. The project goals emphasize maximizing project scope within budget and schedule, meeting optimal passing lane length requirements, minimizing Right-of-Way (ROW) impacts, meeting Grant commitments, and minimizing inconvenience to the traveling public.

**Discussion:**

- Commissioners Hart and Ridder showed support for this project and said this will help to provide traffic relief and to increase safety on US 50.
- Commissioner Ridder recommended installing many signs notifying drivers when passing lanes are approaching, noting that studies show this can decrease accidents.
- Commissioner Hart wanted to make sure other commissioners knew that he supports using the CMGC alternative delivery to complete the project.
- Commissioners thanked the presenters for the level of detail they have provided on the project.

## **4. Audit Review Committee - Frank Spinelli**

**Committee Members:** Rick Ridder, District 6; Diane Barrett, District 1; Shelly Cook, District 2; and Todd Maters, District 11

**Meeting Notes**

**Call to Order**

- The meeting was called to order at 1:57pm.
- Commissioner Diane Barrett, Commissioner Shelly Cook, and Commissioner Todd Masters were present meeting a quorum.

**Motion to Approve the Capital Asset and Storeroom Inventory Processes and Internal Controls Report**

- Motion to release the report with discussion following was approved with all members present voting yes unanimously.

**External Audit Background**

- The objective of this performance audit was to assess CDOT capital asset and store inventory processes and internal controls that support reliable recording and reporting of assets and effective and efficient inventory management.
- This audit was initiated based on our fiscal year 2025 to 2026 risk assessment that identified capital assets and storm inventory as higher risk areas.
- The audit was primarily focused on capital assets, looking at processes and controls that support reliable recording and reporting of these assets.

**Outstanding Recommendation Status**

- The audit includes six recommendations:
  1. The annual inventory count controls be updated to ensure that all capital assets are included in the count.

2. Reconciliation controls are designed and implemented to compare accounting records to other CDOT asset records on an annual basis, to align with financial reporting related to this.
3. To specifically reconcile and resolve differences between the population of buildings and CDOT's accounting records to the population of buildings maintained by property management.
4. Reconsider roles and perhaps centralize some responsibilities in the adjustment process.
5. Reassess what level of record keeping detail is adequate to support effective accounting control over capital design.
6. Consider implementing a process to record capital assets in the fixed asset module of SAP to assist with maintaining inventory control over significant assets that might not have monetary capitalization thresholds.

## Transportation Commission Board Meeting

### Call to Order, Roll Call

Eleven Transportation Commissioners were present: Chair: Shelley Cook, Vice Chair: Barbara Bowman, Cecil Gutierrez, Elise Jones, Barbara McLachlan, Juan Marcano, Rick Ridder, Todd Masters, Terry Hart, Diane Barrett, and Hannah Parsons.

### Public Comments

- Sal Pace, General Manager of the Front Range Passenger Rail District, is in favor of entering the 3 million dollar Intergovernmental Agreement (IGA) that would create funding for research and outreach to help create a future ballot measure.
- Kathy Henson, Adams County Commissioner, Requested commissioners to keep the I-25 North and I-270 projects prioritized on the next 10-Year Plan. For I-270: Keep plan with managed lanes in each direction (with increased freight reliability that supports the economy), support express bus service, and mitigate congestion, crashes, and environmental impacts. Requested upgrades for CO 224 and Vasquez Blvd. to be included in the project. For I-25 North: Increase safety by fixing on/off ramp distances as well as mitigating congestion.

For more details on public commenters who signed up and written comments submitted to the TC, please reach out to the TC Secretary, Herman Stockinger at [herman.stockinger@state.co.us](mailto:herman.stockinger@state.co.us).

## Comments of the Chair and Commissioners

- Commissioner Masters wanted to echo Colorado State Patrol's message of staying safe on the roads and to ensure people follow traffic laws and to drive sober this holiday season.
- Commissioner Hart wanted to thank Chair Cook for visiting TC District 10 to come view transportation projects in CDOT Region 2 and Pueblo. Also wanted to thank all CDOT staff for their contributions to the Colorado transportation system.
- Commissioner Parsons appreciated Sal Pace for meeting with the City of Colorado Springs about the front range passenger rail.
- Commissioner McLachlan is going to work with CDOT Region 5 Transportation Director, Julie Constan, to post a quarterly update about Colorado transportation in local newspapers in her respective district
- Commissioner Ridder attended a workshop on traffic safety in Grand County and noted the rise in traffic incidents and an overall increase in total traffic in Grand County.
- Commissioner Gutierrez wanted to make a point that the CDOT budget displays Enterprise budgets which, he believes, gives a false picture of the Transportation Commission controlled budget.
- Commissioner Jones wanted to congratulate CDOT Headquarters on winning the DRCOG GO-Tober Challenge which seeks to transition people out of single occupancy car trips in favor of multimodal and transit options.
- Commissioner Marcano wished everyone a happy holiday, and wanted everyone to make sure to be careful and conscious of road conditions.
- Commissioner Barrett did not provide comments
- Vice Chair Bowman wanted to talk about Grand Valley transit's Polar Express Bus which included over 200 participants that had never ridden Grand Valley transit. Also wanted to thank CDOT Region 2 for their presentation on the US 50 SHIFT grant.
- Commission Chair Cook wanted to echo congratulations for winning the DRCOG Go-Tober challenge. Also wanted to thank CDOT Region 1 RTD, Jessica Mycklebust, for meeting with Arvada's mayor, city manager, and Chair Cook herself. She also visited CDOT Region 2 and got to tour the CDOT Region 2 offices and got a chance to see the US 50B interchange. She continued that she had plans to visit to all regions. She also joined the CDOT Executive Management Team (EMT) at the Joint Budget Committee meeting and was impressed by the CDOT staff.

## Executive Director's Report - Shoshana Lew

- CDOT held winter preparedness driving courses to highlight state laws on the I-70 corridor including the new left lane freight restriction.
- CDOT had a meeting with Mothers Against Drunk Driving (MADD) to display and acknowledge the realities of drunk driving.
- The Joint Budget Committee was held last Friday and Director Lew wanted to thank the CDOT staff members for their presentation on a wide range of topics.
- The EMT attended several "Snowfighter" events which are a winter kick-off to plowing operations and Director Lew wanted to reiterate her thanks for the maintenance crews that are involved in plowing operations.
- Director Lew wanted to thank the Department of Maintenance and Operations and Bob Fifer for work in high wind conditions that have occurred this week, and wanted to

highlight this as an unusual event and applaud their readiness and flexibility in extraordinary circumstances.

### **Chief Engineer's Report - Keith Stefanik**

- Keith spoke of CDOT's capital program expenditures and how successful that has been, over \$1B has been awarded this year. He reiterated his thanks for the CDOT programs evaluation team that selected the project contractors.
- The November number of fatalities doubled compared to last November, which is very concerning. He wanted to reiterate Commissioner Masters' comments on staying safe on the roads.

### **CTIO Director's Report - Piper Darlington**

- Piper stated that the Winter Park Express partnership with Amtrak has started the season off well, with bookings up 25% and fares down 22% as of the time of the meeting. The Congestion Impact Fee is working and doing its part to mitigate congestion in the mountains.

### **STAC Report - STAC Chair, Gary Beedy**

- N/A

### **Discuss and Act on Consent Agenda - Herman Stockinger**

- Proposed Resolution #BTE1: Approve the Regular Meeting Minutes of November 20, 2025
- Proposed Resolution #2: IGA Approval >\$750,000
- Proposed Resolution #3: Adoption of the 11th Edition of the Manual on Uniform Traffic Control Devices (MUTCD) and the Colorado Supplement to the MUTCD
- Proposed Resolution #4: US 50 SHIFT Passing Lane Project Request for Alternate Delivery (CMGC)

A motion by Commissioner Bowman was raised to approve, and seconded by Commissioner Jones, passed unanimously.

## **Discuss and Act on Proposed Resolution #5: Providing Financial Support to the Front Range Passenger Rail District (FRPRD) - Kay Kelly**

A motion by Commissioner Jones was raised to approve, and seconded by Commissioner Barrett, and passed unanimously.

## **Discuss and Act on Proposed Resolution #6: 4th Budget Amendment of FY 2025-26 - Jeff Sudmeier and Bethany Nicholas**

A motion by Commissioner Maracano was raised to approve, and seconded by Commissioner Masters, and passed unanimously.

## **Discuss and Act on Proposed Resolution #7: 5th Budget Supplement of FY 2025-26 - Jeff Sudmeier and Bethany Nicholas**

With a minor text change, a motion by Commissioner Gutierrez was raised to approve, and seconded by Commissioner Masters, and passed unanimously.

## **Discuss and Act on Proposed Resolution #8: State Infrastructure Bank (SIB) Rate Update - Jeff Sudmeier**

A motion by Commissioner Maracano was raised to approve, and seconded by Commissioner Bowman, and passed unanimously.

## **CDOT Recognition for Winning DRCOG's "GoTober Commuting Challenge" for the Large Employee Category - Kay Kelly and Jessica Myklebust**

### **Overview:**

#### **DRCOG Way to Go Go-Tober Challenge**

- Go-Tober is a competition hosted by DRCOG's Way to Go Program that encourages employees to use non-solo driving commute options during the month of October
  - CDOT won the Go-Tober Company Challenge in the Extra Large company category!!

### **Presentation Highlights:**

- Operated as a collaboration between CDOT Human Resources (HR) and the Office of Innovative Mobility (OIM)
  - Assists and educates employees to take advantage of alternative forms of commuting as a way to reduce vehicle miles traveled (VMT)
    - Commuter benefits offered at CDOT:
      - RTD EcoPass for full time permanent employees in the RTD service territory
      - Guaranteed Ride Home benefits for personal/family emergencies or overtime that extends beyond scheduled RTD bus/rail service hours
      - Mass Transit Reimbursement program for permanent employees who reside in other transit agency service territories
      - Bicycle Commuter program for all permanent employees

## **Adjournment**

The TC Board Meeting was adjourned at approximately 3:54 p.m.

The next Transportation Commission Workshops and Board Meeting are scheduled for Wednesday - Thursday, January 14-15, 2026.



## Transportation Commission Memorandum

**To:** Transportation Commission

**From:** Lauren Cabot

**Date:** January 5, 2026

**Subject:** Intergovernmental Agreements over \$750,000.00

### Purpose

Compliance with CRS §43-1-110(4) which requires intergovernmental agreements involving more than \$750,000 must have approval of the Commission to become effective. In order stay in compliance with Colorado laws, approval is being sought for all intergovernmental agencies agreements over \$750,000 going forward.

### Action

CDOT seeks Commission approval for all IGAs contracts identified in the attached IGA Approved Projects List each of which are greater than \$750,000. CDOT seeks to have this approval extend to all contributing agencies, all contracts, amendments, and option letters that stem from the original project except where there are substantial changes to the project and/or funding of the project.

### Background

CRS §43-1-110(4) was enacted in 1991 giving the Chief Engineer the authority to negotiate with local governmental entities for intergovernmental agreements conditional on agreements over \$750,000 are only effective with the approval of the commission.

Most contracts entered into with intergovernmental agencies involve pass through funds from the federal government often with matching local funds and infrequently state money. Currently, CDOT seeks to comply with the Colorado Revised Statutes and develop a process to streamline the process.

### Next Steps

Commission approval of the projects identified on the IGA Project List including all documents necessary to further these projects except where there are substantial changes to the project and/or funding which will need re-approval. Additionally, CDOT will present to the Commission on the Consent Agenda every month listing all the known projects identifying the region, owner of the project, project number, total cost of the project, including a breakdown of the funding source and a brief description of the project for their approval. CDOT will also present any IGA Contracts which have already been executed if there has been any substantial changes to the project and/or funding.

## Attachments

IGA Approved Project List



## Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Hope Wright, Real Estate Asset Manager and Keith Stefanik, P.E. Chief Engineer

**Date:** January 15<sup>th</sup>, 2026

**Subject:** Parcel E4-REV-EX, D Road and State Highway 92, Crawford, Delta County

### Purpose

The purpose of this memorandum is to provide the Transportation Commission with the necessary supporting documents including legal descriptions and maps to declare Parcel E4-REV-EX, acquired for CDOT Project No. S 0125(8), as excess property.

### Action

In accordance with Colorado Revised Statute (C.R.S) 43-1-106(8)(n) and C.R.S. 43-1-210(5), the Department of Transportation is authorized, subject to approving resolution of the Transportation Commission, to dispose of any property or interest which, in the opinion of the Chief Engineer, is no longer needed for transportation purposes. CDOT Region 3 is requesting the Transportation Commission adopt a resolution to declare Parcel E4-REV-EX of CDOT Project No. S 0125(8) as excess property and allow for its disposal.

### Background

In 1934, CDOT constructed SH 92 south of Crawford between mileposts 31.84 (+/-) and 34.13 (+/-). On April 11, 1956, Congress passed the Colorado River Storage Project Act (CRSPA), a major piece of legislation authorizing large storage dam projects in the Upper Colorado River Basin. This act would eventually greatly impact said portion of SH 92 due to its adjacency to Iron Creek, a tributary of Smith Fork of the Gunnison River, which is included in the CRSPA, and the United States Department of the Interior, Bureau of Reclamation's (BOR) desire to construct the Crawford Dam and Reservoir on Iron Creek.

In 1960, via BOR Contract No. 14-06-400-1048, CDOT agreed to relocate said portion of SH 92 to the east to allow for the construction of the Crawford Dam and Reservoir and formalized a land exchange resulting in CDOT conveying via quitclaim deed said portion of SH 92 and BOR conveying to CDOT, also via quitclaim deed, what was described as Parcel E4-REV for the new portion of SH 92.

CDOT reconstructed SH 92 in the early 1960's under Project No. S 0125(8) on Parcel E4-REV. Parcel E4-REV-EX is a portion of Parcel E4-REV located south of the town of Crawford on the southwest corner of SH 92 and D Road, near milepost 32.1. Parcel E4-REV-EX contains 1,590 sq. ft. (0.036 acres +/-) of land that is located outside of the right of way necessary for SH

92 and is no longer needed for transportation purposes

## Details

CDOT Region 3 has determined, pursuant to Title 23, Code of Federal Regulations (C.F.R.), 710.403(b), that disposing of Parcel E4-REV-EX will not impair the safety of the highway facility or interfere with the free and safe flow of traffic. 23 C.F.R. 710.409(a) grants CDOT the authority to dispose of property in compliance with the CDOT/FHWA Stewardship and Oversight Agreement. CDOT Region 3 has determined that Parcel E4-REV-EX is of use only to the adjacent property owner and pursuant to C.R.S. 43-1-210(5)(a)(III) when a parcel that is no longer needed for transportation purposes and has value to only one adjacent owner, that owner shall have right of first refusal to acquire said property.

The adjacent property owner desires to exercise their right of first refusal to acquire Parcel E4-REV-EX and CDOT would like to sell Parcel E4-REV-EX at fair market value to the adjacent property owner in compliance with C.R.S. 43-1-210(5)(a). As a result of disposing of Parcel E4-REV-EX, CDOT will be relieved of maintenance responsibilities and liability associated with this parcel. CDOT will also obtain revenue from the sale of the parcel that will be applied to future transportation projects with funds dispersed in compliance with Chapter 7 of the CDOT Right-of-Way Manual and 23 C.F.R. 710.403(f).

## Next Steps

Upon approval of the Transportation Commission and pursuant to C.R.S. 43-1-106, C.R.S. 43-1-210, 23 C.F.R. 710.403, and C.F.R. 710.409, CDOT will dispose of Parcel E4-REV-EX containing 1,590 sq. ft. (0.036 acres +/-) of land that is no longer needed for transportation purposes to the adjacent property owner for fair market value.

## Attachments

Legal Description with Exhibit

## Exhibit "A"

**Project Code: NA**  
**Project Number: FAP S 0125 (8)**  
**Parcel Number: E4**  
**Date: October 16, 2025**

### Property Description

A parcel of land No. E4 REV EX, being a portion of Parcel No. E4 of the State Department of Highways, Division of Highways, State of Colorado, Project No. FAP S 0125 (8) Sec. 12, located within the SW1/4 of the SE1/4 of Section 12, Township 51 North, Range 7 West of the New Mexico Principal Meridian, having a description based upon a bearing of S.89°58'34"E. from the S1/4 Corner of Section 31, Township 15 South, Range 91 West of the 6th Principal Meridian (monumented by a 3-1/4" aluminum cap, BLM) to the N1/4 Corner of Section 12 (monumented by a witness corner bearing S.89°58'34"E. 15.00 feet from true corner position and being a 3-1/4" aluminum cap, BLM), with all other bearings relative thereto and being more particularly described as follows:

Beginning at the point of intersection between the westerly right of way line of Colorado State Highway #92 and the west line of said SW1/4 of the SE1/4 from whence the CS1/16 Corner bears N.00°06'59"E. 70.74 feet;

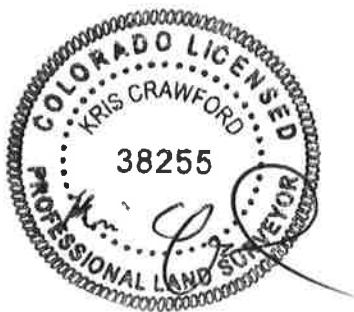
1. thence along said westerly right of way line S.74°11'42"E. 65.92 feet;
2. thence leaving said westerly right of way line S.60°48'18"W. 59.00 feet;
3. thence N.47°21'42"W. 16.31 feet to the west line of said SW1/4 of the SE1/4;
4. thence along said west line N.00°06'59"E. 35.69 feet to the Point of Beginning

The above described parcel contains 1,590 sq. ft. or containing 0.036 acres, more or less.

County of Delta, State of Colorado

For and on behalf of  
Gary L. Hess and Bonnie M. Hess  
40486 D Road  
Crawford, CO 81415

Prepared by:  
Kris Crawford  
Colorado Professional Land  
Surveyor No. 38255  
P.O. Box 1652  
Paonia, CO 81428  
(970) 527-4200



# EXHIBIT "A"

PARCEL NUMBER: E4 REV EX

(Reference: Parcel E4 of CDOT Project No. FAP S 0125 (8) Sec. 12)  
DATE: October 16, 2025

S1/4  
SEC. 31

BASIS OF BEARINGS

FOUND 3-1/4"  
ALUMINUM CAP BUREAU  
OF RECLAMATION

S 89°58'34" E  
1313.19'

15.0'

N1/4

SEC. 12

FOUND 3-1/4"  
ALUMINUM CAP BUREAU  
OF RECLAMATION AS 15.0'  
WITNESS CORNER

N 00°06'59" E  
351.06'

FOUND 3-1/4"  
ALUMINUM CAP PLS25972  
PER MONUMENT RECORD

CS1/16

L1  
L2  
L3

D ROAD

60' ROAD EASEMENT  
PER REC. #372375

GAS STATION

N 34°52'16" E  
118.93'

N 40°20'42" W  
169.90'

C.D.O.T. DISPOSAL PARCEL  
E4 REV EX  
1590 Sq. Feet  
0.036 Acres +/-

COLORADO STATE HIGHWAY #92

PARCEL NO. 350112300007  
OWNER: GARY HESS

FOUND 3-1/4"  
ALUMINUM CAP BUREAU  
OF RECLAMATION

## LEGEND

- ◆ FOUND P.L.S.S. CORNER. OR GOVERNMENT CORNER AS NOTED
- FOUND 3-1/4" ALUMINUM CAP PLS25972
- SET 5/8" REBAR, 24" LONG WITH 2" ALUMINUM CAP PLS38255

LINE	BEARING	DISTANCE
L1	N 66°39'33" E	41.20'
L2	N 14°48'33" E	27.12'
L3	S 89°50'41" E	35.12'
L4	S 47°21'42" E	16.31'

1/4 12

13

FOUND 3-1/4"  
ALUMINUM CAP B.L.M.  
PER MONUMENT RECORD

S 00°06'59" W  
1212.55'

S 46°19'18" W  
51.73'

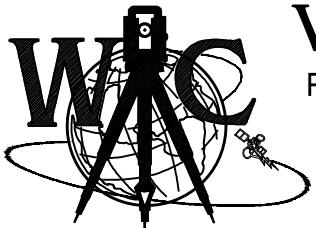
CORNER #14  
FOUND 3-1/4"  
ALUMINUM CAP BUREAU  
OF RECLAMATION

FOUND 3-1/4"  
ALUMINUM CAP B.L.M.  
PER MONUMENT RECORD

## DISPOSAL PARCEL EXHIBIT: PARCEL E4 REV EX

WITHIN THE SE1/4 SW1/4 & SW1/4 SE1/4  
SECTION 12, T.51N., R.7W., N.M.P.M.  
COUNTY OF DELTA, STATE OF COLORADO

COLORADO LICENSED  
KRIS CRAWFORD  
PROFESSIONAL LAND SURVEYOR



WILMORE & COMPANY  
PROFESSIONAL LAND SURVEYING, INC.

406 Grand Avenue  
P.O. Box 1652  
Paonia, Colorado 81428

970.527-4200 PHONE  
970.527-4202 FAX  
www.wilmorelandsurveying.com

EMAIL: kris@wilmorelandsurveying.com

0 20 40

SCALE 1"=40'  
LINEAR UNIT=U.S. SURVEY FOOT

J21164EXHIBIT 16 OCTOBER 2025  
DRAWN BY: KC/CHECKED BY: RAW



## Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Hope Wright, Real Estate Asset Manager and Keith Stefanik, P.E. Chief Engineer

**Date:** January 15, 2026

**Subject:** Disposal Parcel, NW Corner of SH 34 and County Road 15, Town of Sedgwick, Sedgwick County

### Purpose

The purpose of this memorandum is to provide the Transportation Commission with the necessary supporting documents including legal descriptions and maps to declare a parcel located on the NW corner of SH 34 and CR 15 in the Town of Sedgwick and County of Sedgwick as excess property.

### Action

In accordance with Colorado Revised Statute (C.R.S) 43-1-106(8)(n) and C.R.S. 43-1-210(5), the Department of Transportation is authorized, subject to approving resolution of the Transportation Commission, to dispose of any property or interest which, in the opinion of the Chief Engineer, is no longer needed for transportation purposes. CDOT Region 4 is requesting the Transportation Commission adopt a resolution to declare the 9.05-acre (+/-) parcel located on the NW corner of SH 34 and CR 15 in the Town of Sedgwick as excess property and allow for its disposal.

### Background

CDOT acquired the parcel located on the NW corner of SH 34 and CR 15 in 2020 for use as a new maintenance site. The parcel would have combined the Julesburg and Crook maintenance sites into one new maintenance site with the construction of a new vehicle storage facility and sand shed for increased operating efficiency. However, in 2021 the Federal Emergency Management Agency (FEMA) revised their Flood Insurance Rate Map for Sedgwick County and reclassified this parcel from a floodplain to a floodway, effectively prohibiting any new construction or development within the parcel.

As a result of this reclassification by FEMA, CDOT purchased another parcel south of the Town of Sedgwick far removed from either the floodplain or the floodway for the new consolidated Sedgwick maintenance site and no longer requires the parcel located on the NW corner of SH 34 and CR 15.

### Details

CDOT Region 4 has determined, in compliance with C.R.S. 43-1-210(5)(a)(I), that the parcel located on the NW corner of SH 34 and CR 15 in the Town of Sedgwick is no longer needed

for transportation purposes.

In compliance with C.R.S. 43-1-210(5)(a)(V), CDOT Region 4 will dispose of the property at fair market value and will be relieved of maintenance responsibilities and liability associated with the property. CDOT will also obtain revenue from the sale of the parcel that will be applied to future transportation projects with funds dispersed in compliance with Chapter 7 of the CDOT Right-of-Way Manual and C.R.S. 43-1-210(5)(a)(I).

## **Next Steps**

Upon approval of the Transportation Commission and pursuant to C.R.S. 43-1-106 and C.R.S. 43-1-210, CDOT will dispose of the parcel located on the NW corner of SH 34 and CR 15 in the Town of Sedgwick containing 9.05 acres (+/-) of land that is no longer needed for transportation purposes for fair market value.

## **Attachments**

Legal Description with Exhibit

## LEGAL DESCRIPTOR FOR THE SEDGWICK MAINTENANCE SITE

A PARCEL OF LAND IN THE NORTHEAST QUARTER (NE1/4) OF SECTION 18, TOWNSHIP 11 NORTH, RANGE 46 WEST OF THE SIXTH PRINCIPAL MERIDIAN, SEDGWICK COUNTY, COLORADO, SAID PARCEL BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT THE NORTHEAST CORNER OF SAID SECTION 18; THENCE SOUTH  $0^{\circ}14'05''$  WEST ALONG THE EAST LINE OF SAID NE1/4 OF SECTION 18 A DISTANCE OF 1163.02 FEET TO THE TRUE POINT OF BEGINNING; THENCE SOUTH  $0^{\circ}14'05''$  WEST ALONG THE EAST LINE OF SAID NE1/4 OF SECTION 18 A DISTANCE OF 409.64 FEET TO A POINT ON THE NORTH RIGHT-OF-WAY LINE OF U.S. HIGHWAY 138, SAID POINT BEING ON A NON-TANGENT CIRCULAR CURVE CONCAVE NORTHERLY WHOSE DELTA ANGLE IS  $3^{\circ}13'37''$  AND WHOSE RADIUS IS 5669.58 FEET; THENCE ALONG THE ARC OF SAID CURVE AND CONTINUING ALONG THE NORTHERLY RIGHT-OF-WAY LINE OF U.S. HIGHWAY 138 A DISTANCE OF 319.32 FEET (THE CHORD OF SAID ARC BEARS SOUTH  $76^{\circ}53'36''$  WEST A DISTANCE OF 319.27 FEET); THENCE SOUTH  $78^{\circ}30'25''$  WEST ALONG THE NORTHERLY RIGHT-OF-WAY LINE OF U.S. HIGHWAY 138 A DISTANCE OF 309.95 FEET TO THE POINT OF CURVATURE OF A HORIZONTAL CIRCULAR CURVE CONCAVE SOUTHERLY WHOSE DELTA ANGLE IS  $1^{\circ}35'15''$  AND WHOSE RADIUS IS 2924.79 FEET; THENCE ALONG THE ARC OF SAID CURVE AND CONTINUING ALONG THE NORTHERLY RIGHT-OF-WAY LINE OF U.S. HIGHWAY 138 A DISTANCE OF 81.04 FEET (THE CHORD OF SAID ARC BEARS SOUTH  $77^{\circ}42'48''$  WEST A DISTANCE OF 81.03 FEET); THENCE NORTH  $0^{\circ}31'35''$  WEST A DISTANCE OF 385.62 FEET; THENCE SOUTH  $83^{\circ}59'35''$  WEST A DISTANCE OF 309.33 FEET TO A POINT ON THE EAST LINE OF A PARCEL OF LAND DESCRIBED IN BOOK 231 AT PAGE 369 OF THE LOGAN COUNTY RECORDS; THENCE NORTH  $0^{\circ}31'35''$  WEST ALONG THE EAST LINE OF SAID PARCEL OF LAND DESCRIBED IN BOOK 231 AT PAGE 369 A DISTANCE OF 197.48 FEET; THENCE NORTH  $89^{\circ}24'45''$  EAST A DISTANCE OF 1008.60 FEET TO THE POINT OF BEGINNING AND CONTAINING 9.05 ACRES, MORE OR LESS, SUBJECT TO A COUNTY ROAD RIGHT-OF-WAY ALONG THE EAST LINE OF SAID NE1/4 OF SECTION 18.

### Disposal site

## Sedgwick County Assessor Map

Find address or place





## Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Hope Wright, Real Estate Asset Manager and Keith Stefanik, P.E. Chief Engineer

**Date:** January 15<sup>th</sup>, 2026

**Subject:** Parcel AP-RW-8A, realigned portion of County Road 220 at US 550, La Plata County

### Purpose

The purpose of this memorandum is to provide the Transportation Commission with the necessary supporting documents including legal descriptions and maps to declare Parcel AP-RW-8A acquired for CDOT Project No. FSA 5501-021 as excess property.

### Action

In accordance with Colorado Revised Statute (C.R.S) 43-1-106(8)(n) and C.R.S. 43-1-210(5), the Department of Transportation is authorized, subject to approving resolution of the Transportation Commission, to dispose of any property or interest which, in the opinion of the Chief Engineer, is no longer needed. CDOT Region 5 is requesting the Transportation Commission adopt a resolution to declare Parcel AP-RW-8A of CDOT Project No. FSA 5501-021 as excess property and allow for its disposal.

### Background

CDOT acquired Parcel AP-RW-8A in 2018, under Project No. FSA 5501-021 for the US 550 south connection project to construct a new portion of CR 220 at approximate milepost 15.7 of US 550. The new segment of CR 220 replaced two CR 220 legs that both connected with US 550 at acute angles with an alignment that meets the highway at a right angle. The new intersection of CR 220 and US 550 created a much safer junction and includes acceleration/deceleration lanes.

Parcel AP-RW-8A is located on US 550 at milepost 15.7 (+/-), southwest of the City of Durango, south of the US 550 and US 160 interchange, in the County of La Plata. Parcel AP-RW-8A contains 1.541 acres (+/-) and is located outside of the right of way of necessary for US 550. No highway improvements have been or will be built on parcel AP-RW-8A.

La Plata County has been maintaining Parcel AP-RW-8A since the completion of the realignment of CR 220 and CDOT Region 5 desires to dispose of Parcel AP-RW-8A, at nominal value, to La Plata County for continued use as a county road.

### Details

Title 23, Code of Federal Regulations (C.F.R.) 710.403(e)(6) allows CDOT to convey property

for nominal value if the property is to be used for other transportation projects eligible for assistance under title 23 of the United States Code. A county road is considered a transportation project eligible for assistance under title 23 of the United States Code and La Plata County desires to obtain Parcel AP-RW-8A for the continued use and maintenance as a county road. Pursuant to 23 C.F.R. 710.409(d), if Parcel AP-RW-8A ever ceases to be used as a county road, the conveyance document shall contain a clause reverting ownership to CDOT.

CDOT Region 5 has determined, in accordance with 23 C.F.R. 710.403(b), that disposing of Parcel AP-RW-8A will not impair the safety of the highway facility or interfere with the free and safe flow of traffic. In compliance with 23 C.F.R. 710.403(e), CDOT Region 5 desires to dispose of Parcel AP-RW-8A, containing 1.541 acres (+/-), to La Plata County, at nominal value for continued use as a county road. 23 C.F.R. 710.409(a) grants CDOT the authority to dispose of property in compliance with the CDOT/FHWA Stewardship and Oversight Agreement.

## **Next Steps**

Upon approval of the Transportation Commission and pursuant to C.R.S. 43-1-106, C.R.S. 43-1-210, 23 C.F.R. 710.403, and C.F.R. 710.409, CDOT will dispose of Parcel AP-RW-8A containing 1.541 acres (+/-) of land to La Plata County at nominal value for continued use as county road.

## **Attachments**

Legal Description with Exhibit

**EXHIBIT "A"**

**PROJECT CODE: 19378  
PROJECT NUMBER: FSA 5501-021  
PARCEL NUMBER: AP-RW-8A  
DATE: NOVEMBER 22, 2017**

**DESCRIPTION**

A tract or parcel of land, No. AP-RW-8A of the Department of Transportation, State of Colorado, Project Code 19378, Project Number FSA 5501-021, containing 1.541 acres (67,115 sq. ft.), more or less, lying in Tract A of the Craig Cattle Company Subdivision, Category 1 - Project No. 84-121 under Reception number 501232, located in a portion of Lot 1 of Section 5U, Township 34 North (S.U.L.), Range 9 West, New Mexico Principal Meridian, La Plata County, Colorado, said tract or parcel of land being more particularly described as follows:

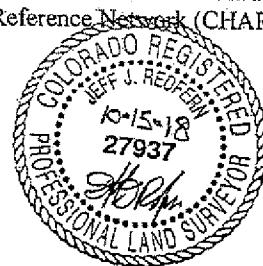
Beginning at a point on the easterly Right-of-Way of County Road 220 and also being the westerly line of said Tract A of the Craig Cattle Company Subdivision, from which the Southeast corner of Section 5U, Township 34 North (S.U.L.), Range 9 West, referenced by a 3 1/4" diameter aluminum cap stamped McCORMACK LS 22574 RM 10.7', Bears: S 56°04'26" E, a distance of 1006.95 feet;

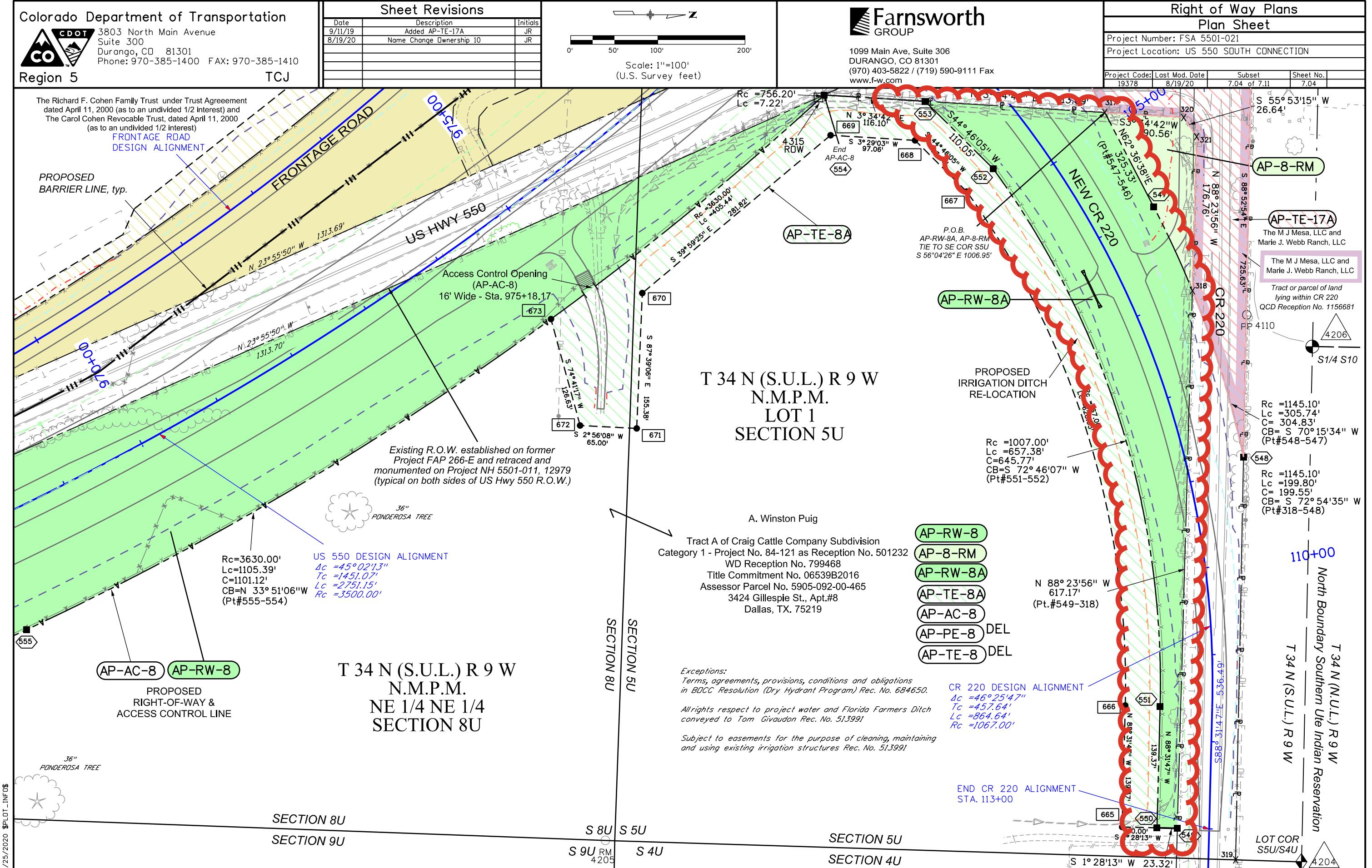
1. Thence N 62°36'38" E, a distance of 121.88 feet;
2. Thence northeasterly along a curve to the right, having a radius of 1145.10 feet, curve length of 105.94 feet, chord distance of 105.90 feet and direction of N 65°15'39" E to a point on the south Right-of-Way of County Road 220 and also being the northerly line of said Tract A of the Craig Cattle Company Subdivision;
3. Thence S 88°23'56" E along said south Right-of-Way of County Road 220, a distance of 617.17 feet;
4. Thence S 01°28'13" W, a distance of 23.32 feet;
5. Thence N 88°31'47" W, a distance of 139.37 feet;
6. Thence southwesterly along a curve to the left, having a radius of 1007.00 feet, curve length of 657.38 feet, chord distance of 645.77 feet and direction of S 72°46'07" W;
7. Thence S 44°46'05" W, a distance of 110.05 feet to a point on the easterly Right-of-Way of County Road 220;
8. Thence N 03°34'42" E along the easterly Right-of-Way of County Road 220, a distance of 206.43 feet to the POINT OF BEGINNING.

The above described tract or parcel of land contains 1.541 acres (67,115 sq. ft.), more or less.

Basis of Bearings: Bearings used in the calculations of coordinates are based on a grid bearing of N35°58'24"E from CM-MP 15.94 to CM-MP 16.08. Both monuments are CDOT Type II, marked appropriately for their milepost location and control position. The survey data was obtained from a Global Positioning System (GPS) survey base on the Colorado High Accuracy Reference Network (CHARN).

Prepared for and on behalf of the  
Colorado Department of Transportation  
Jeff J. Redfern, PLS #27937  
Farnsworth Group, Inc. 1099 Main Ave., Suite 306 Durango, CO 81301







**COLORADO**  
Department of Transportation

## Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Hope Wright, Real Estate Asset Manager and Keith Stefanik, P.E. Chief Engineer

**Date:** January 15, 2026

**Subject:** Correction to TC Resolution #20250403, dated April 16<sup>th</sup>, 2025, Declaration of Excess: Parcels 1, 2, 3, and 5 State Highway 6 and 13, City of Rifle, Garfield County

### Purpose

On April 16<sup>th</sup>, 2025, the Transportation Commission previously declared Parcels 1, 2, 3, and 5, at the intersection of Highways 6 and 13 in the City of Rifle, via TC Resolution #20250403, as excess. However, during contract negotiations with the City of Rifle to memorialize the transfer of Parcels 1, 2, 3, and 5 to from CDOT to the City of Rifle which incorporated TC Resolution #20250403, dated April 16<sup>th</sup>, 2025, as an exhibit, some minor errors were discovered in said Resolution.

CDOT Region 3 desires to correct these errors with a new Transportation Commission Resolution that shall supersede in its entirety TC Resolution #20250403, dated April 16<sup>th</sup>, 2025.

The purpose of this memorandum is to provide the Transportation Commission with the necessary supporting documents including legal descriptions and maps to reaffirm Parcels 1, 2, 3, and 5 as excess property with a new Transportation Commission Resolution superseding TC Resolution #20250403, dated April 16<sup>th</sup>, 2025, in its entirety.

### Action

In accordance with Colorado Revised Statute (C.R.S) 43-1-210(5), the Department of Transportation is authorized, subject to approving resolution of the Transportation Commission, to dispose of any property or interest which, in the opinion of the Chief Engineer, is no longer needed. CDOT Region 3 is requesting the Transportation Commission adopt a new resolution to declare Parcels 1, 2, 3, and 5 of CDOT Project No. F-FG-001-1(4) as excess property superseding TC Resolution #20250403, dated April 16<sup>th</sup>, 2025, in its entirety.

### Background

The purpose of this memo is to provide explanations for the edits made to TC Resolution #20250403, dated April 16<sup>th</sup>, 2025, for reference the previous TC Memo, also dated April 16<sup>th</sup>, 2025 is included as Exhibit A.

## Details

Edits and corrections to TC Resolution #20250403 that have been incorporated into the new Transportation Commission Resolution are as follows:

- The second Whereas statement on page one incorrectly listed the City of Rifle as the Town
- The 11<sup>th</sup> Whereas statement on page 2 has been corrected to note that CDOT will not impose any deed restrictions on Parcels 1 and 2. This clarification was needed because the parcels are already encumbered by an easement via the acquisition deed and while those easements will remain, CDOT will not impose any additional easements. This statement was also modified to note that CDOT will convey Parcels 1 and 2 to the City of Rifle, not the Developer, in exchange for Parcel 5.
- The 2<sup>nd</sup> Whereas statement on page 3 has been corrected to note the Developer will convey Parcels 4 and 5, not just Parcel 4, to the City of Rifle.
- The 3<sup>rd</sup> Whereas statement on page 3 incorrectly listed the City of Rifle as the City. The statement has been further modified to accurately reflect the easement language that was included in the acquisition deed for Parcel 5.
- The 4<sup>th</sup> Whereas statement on Page 3 has been corrected to note that CDOT will gain ownership of Parcel 5 from the City of Rifle, not the Developer.
- The 8<sup>th</sup>, 11<sup>th</sup>, 12<sup>th</sup>, and 13<sup>th</sup> Whereas statements on page 3 have removed all references noting that Parcels 1, 2, 3, and 5 are no longer needed for transportation purposes. This clarification was needed because Parcels 1, 2, 3, and 5 will still be used as a Park n' Ride, which is a transportation related purpose.

## Next Steps

Upon approval of the Transportation Commission, pursuant to C.R.S. 43-1-210, 23 CFR 710.403, and 23 CFR 710.409, the Department of Transportation will dispose of Parcels 1, 2, 3, and 5, together containing 103,752 Sq Ft (2.382 Acres) (+/-) with this Transportation Commission Resolution superseding TC resolution #20250403 dated April 16<sup>th</sup>, 2025.

## Attachments

Previous TC Memo dated April 16<sup>th</sup>, 2025



## Transportation Commission Memorandum

**To:** The Transportation Commission  
**From:** Keith Stefanik, P.E. Chief Engineer  
**Date:** April 16, 2025

**Subject:** Property Exchange, Declaration of Excess: Parcels 1, 2, 3, and 5 State Highway 6 and 13, City of Rifle, Garfield County

### Purpose

The purpose of this memorandum is to provide the Transportation Commission with the necessary supporting documents including legal descriptions and maps to declare Parcels 1, 2, 3, and 5 as excess property.

### Action

In accordance with Colorado Revised Statute (C.R.S) 43-1-210(5), the Department of Transportation is authorized, subject to approving resolution of the Transportation Commission, to dispose of any property or interest which, in the opinion of the Chief Engineer, is no longer needed for transportation purposes. CDOT Region 3 is requesting the Transportation Commission adopt a resolution to declare Parcels 1, 2, 3, and 5 of CDOT Project No. F-FG-001-1(4) as excess property and allow for their disposal.

### Background

CDOT acquired Parcels 38 and 39 in 1953 as part CDOT Project # F-FG-001-1(4) for the construction of SH 6 and SH 13 (formerly SH 4). Parcel 1 is a portion of the original ROW. Parcel 38 and Parcels 2 and 3 are portions of the original ROW Parcels 38 and 39. The [City](#) ~~Deleted the word: Town~~ of Rifle has proposed a land exchange involving five parcels which are referred to in this resolution as parcels 1-5

Parcel 1 is a portion of SH6 and SH 13 that was abandoned and conveyed to the City of Rifle in 2014 with a reversion clause in accordance with Colorado Revised Statute (C.R.S.) 43-2-106(1)(a) stating that if the abandoned portions ever ceased to be used for public transportation purposes, ownership would revert to CDOT. Parcel 1 contains 5,574 sq ft (0.128 acres) and is currently being maintained by the City of Rifle as an entrance to a Park n' Ride.

Parcels 2 and 3 are owned and maintained by CDOT and are currently being used as a Park n' Ride. Parcel 2 contains 18,619 sq ft (0.427 acres) (+/-) and Parcel 3 contains 16,804 sq

ft (0.386 acres) (+/-), together containing 35,423 sq ft (0.813 acres) (+/-) in total.

Parcels 4 and 5 are owned by a Developer and are located to the south of US 6 and are south, west, and adjacent to Parcels 2 and 3. Parcel 4 contains 4,356 sq ft (0.1 acres) (+/-) and Parcel 5 contains 62,755 sq ft (1.441 acres) (+/-).

## Details

The City of Rifle desires to construct a new Park n' Ride on Parcel 5 and a new Park n' Ride entrance on Parcels 3 and 4. The configuration, physical condition, and traffic flow of the existing Park n' Ride is less than ideal, with the Park n' Ride often over capacity with just 35 parking spaces. The new proposed Park n' Ride will contain a minimum of 120 parking spaces and will have improved traffic flow.

In accordance with C.R.S. 43-2-106(1)(a), the City of Rifle desires to convey Parcel 1 back to CDOT as it will no longer be used for transportation purposes. Once construction of the Park n' Ride is completed on Parcel 5, CDOT will convey Parcels 1 and 2 to the Developer, without deed restrictions in exchange for Parcel 5. Pursuant to C.R.S. 43-1-210(5)(a), any property that is no longer needed for transportation purposes and subject to approving resolution of the Transportation Commission, can be exchanged, without a reversion clause, so long as it is exchanged at not less than its fair market value.

Because Parcel 5, containing 62,755 sq ft (1.441 acres) (+/-), is considerably larger than Parcels 1 and 2, collectively containing 24,193 sq ft (0.55 acres) (+/-) CDOT Region 3 has determined that it is receiving fair market value compensation for Parcels 1 and 2.

Once construction of the new Park n' Ride entrance is completed on Parcels 3 and 4, CDOT will convey Parcel 3, at nominal value to the City of Rifle. Title 23, Code of Federal Regulations (CFR), 23 CFR 710.403(e) allows CDOT to convey property for nominal value if the property is to be used for nonproprietary governmental use.

Pursuant to 23 CFR 710.409(d), the conveyance document for Parcel 3 will contain a clause stating that if the parcel ever ceases to be used for nonproprietary governmental use then the subject parcel shall revert to CDOT. The conveyance document will also reserve a perpetual easement for access to the Park n' Ride on Parcel 5.

Parcels 4 and 5 will be conveyed by the Developer to the City of Rifle, however, subsequent to obtaining title to Parcel 4, the City of Rifle will grant a perpetual easement to CDOT for Public ingress and egress over and across Parcel 4 for access to the proposed Park n' Ride on Parcel 5. [Deleted the words: the continued use as a Park n' Ride entrance.]

At the completion of Construction, the Developer will own Parcels 1 and 2, the City of Rifle will own Parcel 3 with an access easement and deed restriction for continued public use and Parcel 4 with an access easement, and CDOT will own Parcel 5.

After CDOT gains ownership of Parcel 5 from the City of Rifle, [Deleted the word: Developer], CDOT desires to convey Parcel 5 to the City of Rifle at nominal value for the continued use as a Park n' Ride. Title 23, Code of Federal Regulations (CFR), 23 CFR 710.403(e) allows CDOT to convey property for

nominal value if the property is to be used for nonproprietary governmental use. Pursuant to 23 CFR 710.409(d), if Parcel 5 ever ceases to be used for a Park n' Ride the subject parcel shall revert to CDOT. CDOT will be relieved of maintenance responsibilities related to both the Park n' Ride and Park n' Ride entrance

CDOT Region 3 has determined that disposing of Parcels 1, 2, 3, and 5 will not affect the operation, maintenance, use or safety of CDOT's facility and Parcels 1, 2, 3, and 5, together containing 103,752 Sq Ft (2.382 Acres) (+/-), are no longer needed **and can be declared as excess.** [Deleted the words: **for transportation purposes**].

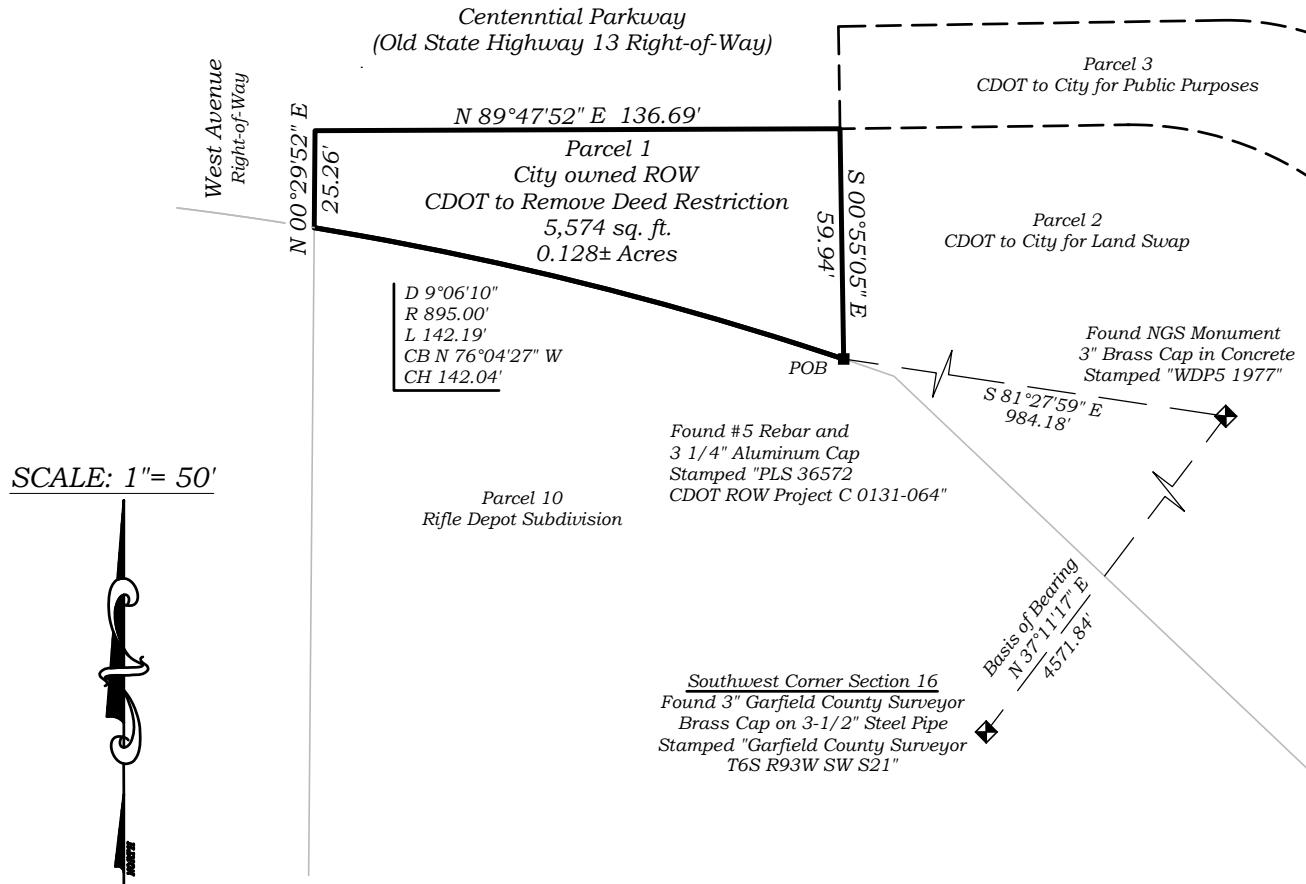
## Next Steps

Upon approval of the Transportation Commission, pursuant to C.R.S. 43-1-210, 23 CFR 710.403, and 23 CFR 710.409, CDOT will dispose of Parcels 1, 2, 3, and 5, together containing 103,752 Sq Ft (2.382 Acres) (+/-), are no longer needed [Deleted the words: **for transportation purposes**].

## Attachments

Legal Description with Exhibit

EXHIBIT "A"  
PARCEL 1



PARCEL NUMBER 1: CDOT TO CITY OF RIFLE  
DATE: DECEMBER 12, 2024

LEGAL DESCRIPTION

A PARCEL OF LAND, BEING A PORTION OF CDOT RIGHT-OF-WAY PROJECT C 0131-064, SITUATE IN THE NW1/4 OF SECTION 16, TOWNSHIP 6 SOUTH, RANGE 93 WEST OF THE 6TH PRINCIPAL MERIDIAN, COUNTY OF GARFIELD, COLORADO. ALL BEARINGS RELATIVE TO AN ASSUMED BEARING OF N37°11'17"E BETWEEN THE SOUTHWEST CORNER OF SECTION 16, T6S, R93W, A 3" GARFIELD COUNTY SURVEYOR BRASS CAP ON 3-1/2" STEEL PIPE STAMPED "GARFIELD COUNTY SURVEYOR T6S R93W SW S21" AND NGS MONUMENT "WDP5", A 3" BRASS CAP STAMPED "WDP5 1977" IN CONCRETE. SAID PARCEL OF LAND BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

BEGINNING AT A POINT ON THE NORTH LINE OF AMENDED LOT 1 OF THE BOUNDARY AMENDMENT PLAT OF LOT 1, UNION PACIFIC MINOR SUBDIVISION AND THE UNION PACIFIC RAILROAD RIGHT OF WAY BOUNDARY RECORDED MAY 7, 2007 AS RECEPTION NO. 722695 IN THE RECORDS OF THE GARFIELD, COUNTY, COLORADO CLERK AND RECORDER'S OFFICE (WHENCE SAID NGS MONUMENT "WDP5" BEARS S81°27'59"E 984.18 FEET) THENCE ALONG THE ARC OF A NON-TANGENT CURVE TO THE LEFT HAVING A RADIUS OF 895.00, AN ARC LENGTH OF 142.19, (CHORD BEARS N76°04'27"W 142.04 FEET); THENCE DEPARTING SAID NORTH LINE N00°29'52"E 25.26 FEET; N89°47'52"E 136.69 FEET; THENCE S00° 55'05"E 59.94 FEET TO THE POINT OF BEGINNING. SAID PARCEL CONTAINING 5,574 SQUARE FEET (0.128 ACRES) MORE OR LESS.

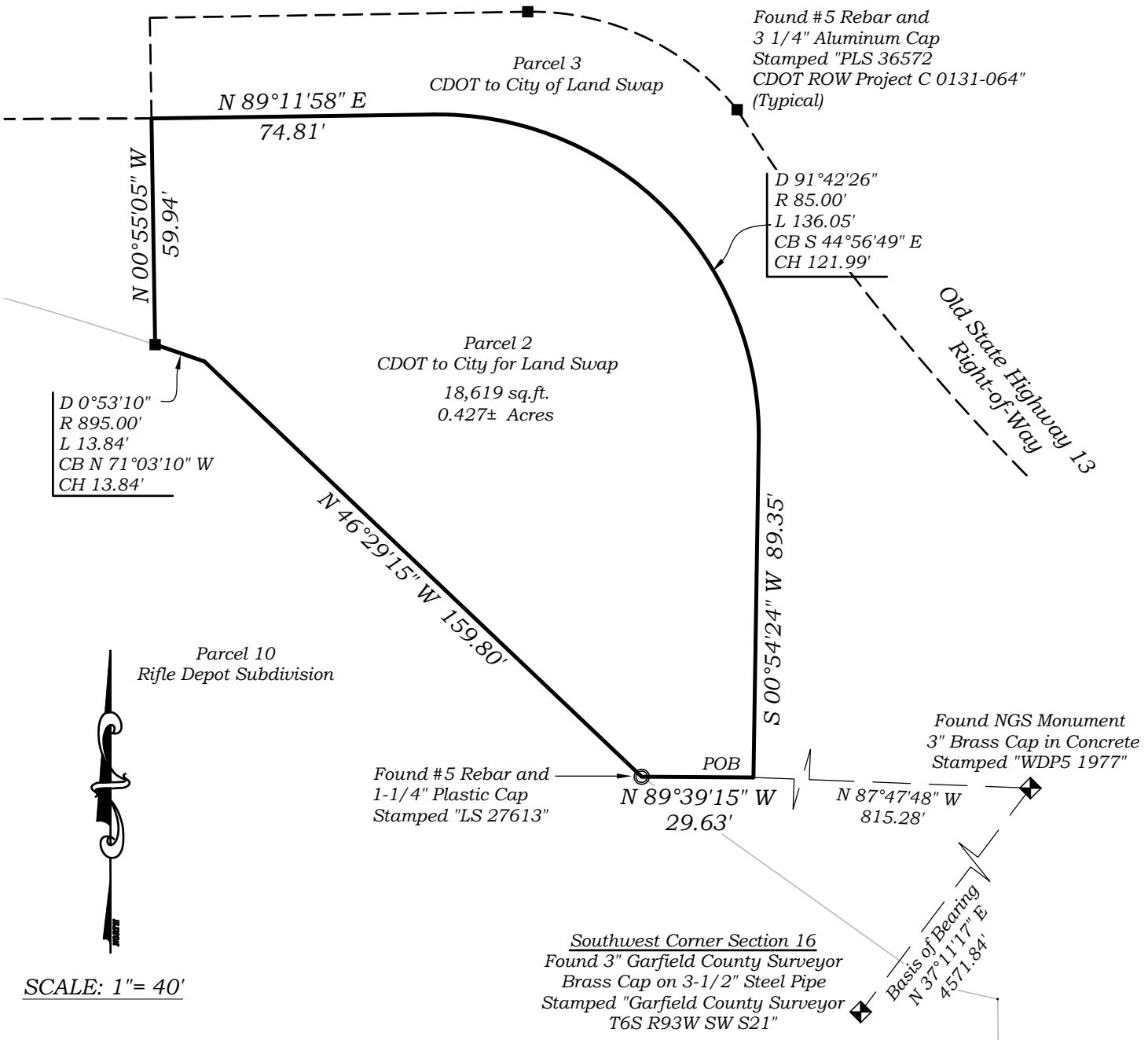
FOR AND ON BEHALF OF BOOKCLIFF SURVEY SERVICES, INC.  
136 E 3RD STREET  
RIFLE, CO 81650  
MICHAEL J. LANGHORNE, PLS 36572



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*EXHIBIT "A"*  
*PARCEL 2*

## *Centennial Parkway*



PARCEL NUMBER 2: CDOT TO CITY OF RIFLE  
DATE: DECEMBER 12, 2024

## LEGAL DESCRIPTION

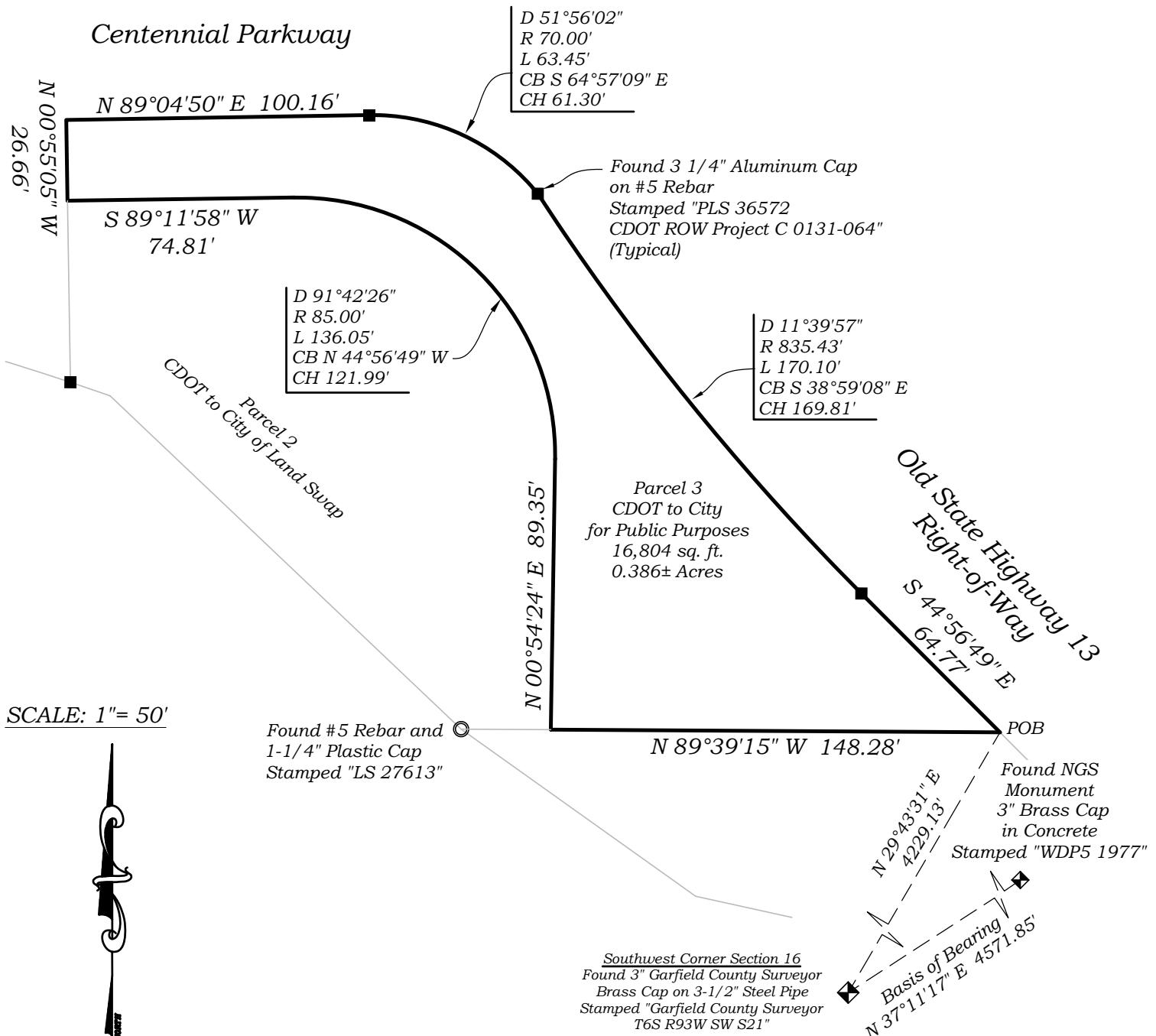
A PARCEL OF LAND, BEING A PORTION OF CDOT RIGHT-OF-WAY PROJECT F-FG 001-1(4), SITUATE IN THE NW1/4 OF SECTION 16, TOWNSHIP 6 SOUTH, RANGE 93 WEST OF THE 6TH PRINCIPAL MERIDIAN, CITY OF RIFLE, COUNTY OF GARFIELD, COLORADO. ALL BEARINGS RELATIVE TO A BEARING OF N37°11'17"E BETWEEN THE SOUTHWEST CORNER OF SECTION 16, T6S, R93W, A 3" GARFIELD COUNTY SURVEYOR BRASS CAP ON 3-1/2" STEEL PIPE STAMPED "GARFIELD COUNTY SURVEYOR T6S R93W SW S21" AND NGS MONUMENT "WDP5", A 3" BRASS CAP STAMPED "WDP5 1977" IN CONCRETE. SAID PARCEL OF LAND BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT SAID NGS MONUMENT "WPD5"; THENCE N87°47'48"W 815.28 FEET TO THE TRUE POINT OF BEGINNING; THENCE N89°39'15"W 29.63 FEET; THENCE N46°29'15"W 159.80 FEET; THENCE ALONG THE ARC OF A CURVE TO THE LEFT HAVING A RADIUS OF 895.00 FEET AN ARC LENGTH OF 13.84 FEET, CHORD BEARD N71°03'10"W 13.84 FEET; THENCE N00°55'05"W 59.94 FEET; THENCE N89°11'58"E 74.81 FEET; THENCE ALONG THE ARC OF A CURVE TO THE RIGHT HAVING A RADIUS OF 85.00 FEET, AN ARC LENGTH OF 136.05 FEET, CHORD BEARS S44°56'49"E 121.99 FEET; THENCE S00°54'24"W 89.35 FEET TO THE TRUE POINT OF BEGINNING. SAID PARCEL CONTAINING 18.619 SQUARE FEET (0.427 ACRES) MORE OR LESS.

FOR AND ON BEHALF OF BOOKCLIFF SURVEY SERVICES, INC.  
136 E 3RD STREET  
RIFLE, CO 81650  
MICHAEL J. LANGHORNE, PLS 36572



**EXHIBIT "A"**  
**PARCEL 3**



PARCEL NUMBER 3: CDOT TO CITY OF RIFLE  
DATE: DECEMBER12, 2024

LEGAL DESCRIPTION

A PARCEL OF LAND, BEING A PORTION OF THE CDOT RIGHT-OF-WAY PROJECT F-FG 001-1(4), SITUATE IN THE NW1/4 OF SECTION 16, TOWNSHIP 6 SOUTH, RANGE 93 WEST OF THE 6TH PRINCIPAL MERIDIAN, COUNTY OF GARFIELD, COLORADO. ALL BEARINGS RELATIVE TO A BEARING OF N37° 11'17"E BETWEEN THE SOUTHWEST CORNER OF SECTION 16, T6S, R93W, A 3" GARFIELD COUNTY SURVEYOR BRASS CAP ON 3-1/2" STEEL PIPE STAMPED "GARFIELD COUNTY SURVEYOR T6S R93W SW S21" AND NGS MONUMENT "WDP5", A 3" BRASS CAP STAMPED "WDP5 1977" IN CONCRETE. SAID PARCEL OF LAND BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT SAID SOUTHWEST CORNER SECTION 16; THENCE N 29°43'31" E 4229.13 FEET TO THE TRUE POINT OF BEGINNING; THENCE N89° 39'15"W 148.28 FEET; THENCE N00°54'24"E 89.35 FEET; THENCE ALONG THE ARC OF A CURVE TO THE LEFT HAVING A RADIUS OF 85.00 FEET, AN ARC LENGTH OF 136.05 FEET, CHORD BEARS N44°56'49"W 121.99 FEET; THENCE S89°11'58"W 74.81 FEET; THENCE N00°55'05"W 26.66 FEET; THENCE N89° 04'50"E 100.16 FEET; THENCE ALONG THE ARC OF A CURVE TO THE RIGHT HAVING A RADIUS OF 70.00, AN ARC LENGTH OF 63.45 FEET, CHORD BEARS S64°57'09"E 61.30 FEET; THENCE ALONG THE ARC OF A REVERSE CURVE TO THE LEFT HAVING A RADIUS OF 835.43 FEET, AN ARC LENGTH OF 170.10 FEET, CHORD BEARS S38°59'08"E 169.81 FEET; THENCE S44°56'49"E 64.77 FEET TO THE TRUE POINT OF BEGINNING. SAID PARCEL CONTAINING 16,804 SQUARE FEET (0.386 ACRES) MORE OR LESS.

FOR AND ON BEHALF OF BOOKCLIFF SURVEY SERVICES, INC.  
136 E 3RD STREET  
RIFLE, CO 81650  
MICHAEL J. LANGHORNE, PLS 36572



EXHIBIT "A"  
PARCEL 5

PARCEL NUMBER 5: LARNER TO CITY OF RIFLE  
DATE: DECEMBER 12, 2024

LEGAL DESCRIPTION

A PARCEL OF LAND, BEING A PORTION OF AMENDED LOT 1 OF THE BOUNDARY AMENDMENT PLAT OF LOT 1, UNION PACIFIC MINOR SUBDIVISION AND THE UNION PACIFIC RAILROAD RIGHT OF WAY BOUNDARY RECORDED MAY 7, 2007 AS RECEPTION NO. 722695 IN THE RECORDS OF THE GARFIELD, COUNTY, COLORADO CLERK AND RECORDER'S OFFICE, SITUATE IN THE NW1/4 OF SECTION 16, TOWNSHIP 6 SOUTH, RANGE 93 WEST OF THE 6TH PRINCIPAL MERIDIAN, COUNTY OF GARFIELD, COLORADO. ALL BEARINGS RELATIVE TO AN ASSUMED BEARING OF N37°11'17"E BETWEEN THE SOUTHWEST CORNER OF SECTION 16, T6S, R93W, A 3" GARFIELD COUNTY SURVEYOR BRASS CAP ON 3-1/2" STEEL PIPE STAMPED "GARFIELD COUNTY SURVEYOR T6S R93W SW S21" AND NGS MONUMENT "WDP5", A 3" BRASS CAP STAMPED "WDP5 1977" IN CONCRETE. SAID PARCEL OF LAND BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

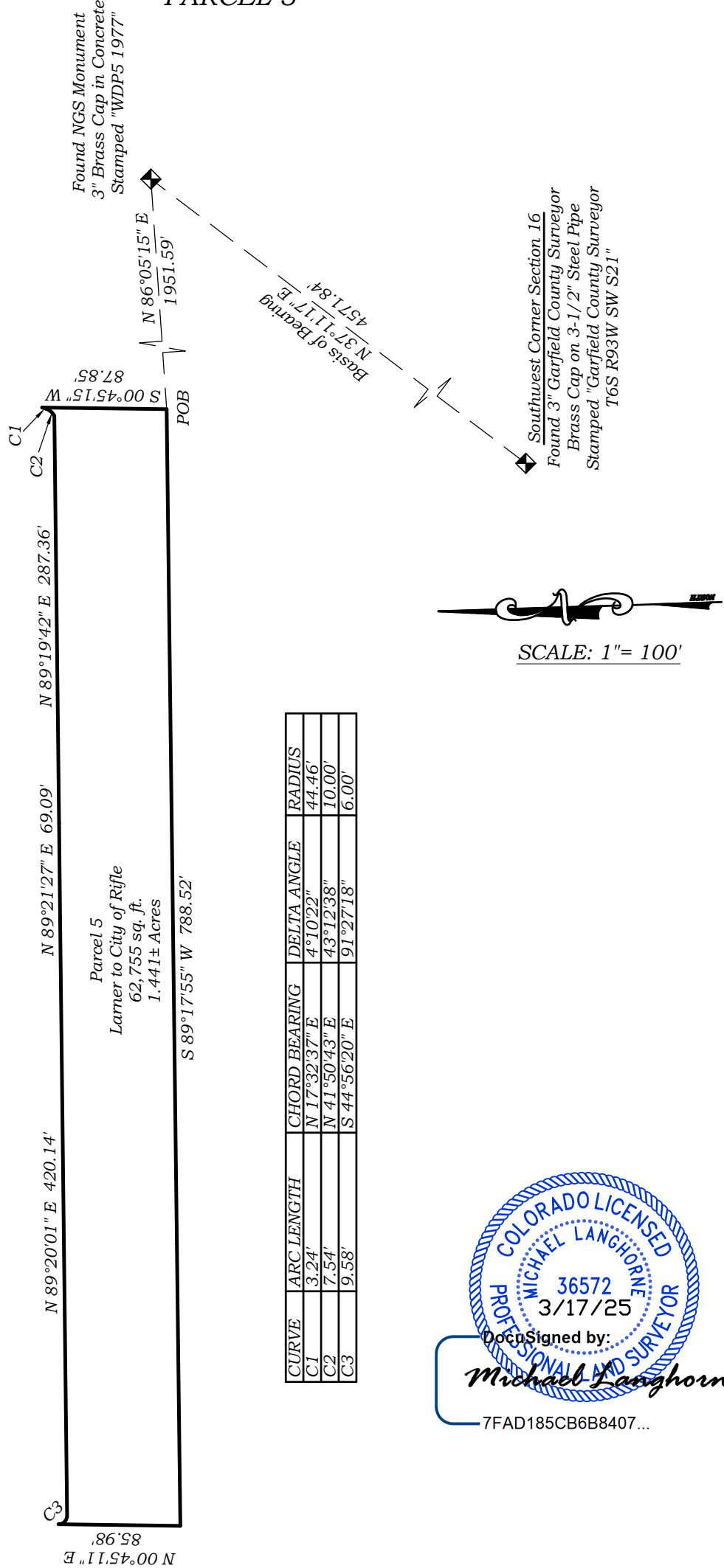
BEGINNING AT A POINT ON THE SOUTH LINE OF SAID AMENDED LOT 1 (WHENCE SAID NGS MONUMENT "WDP5" BEARS N86°05'15"E 1951.59 FEET) THENCE ALONG SAID SOUTH LINE S89° 17'55"W 788.52 FEET; THENCE DEPARTING SAID SOUTH LINE N00°45'11"E 85.98 FEET; THENCE ALONG THE ARC OF A NON-TANGENT CURVE TO THE LEFT HAVING A RADIUS OF 6.00 FEET, AN ARC LENGTH OF 9.58 FEET (CHORD BEARS S44°56'20"E 8.59 FEET); THENCE N89°20'01"E 420.14 FEET; THENCE N89°21'27"E 69.09 FEET; THENCE N89°19'42"E 287.36 FEET; THENCE ALONG A NON-TANGENT CURVE TO THE LEFT HAVING A RADIUS OF 10.00 FEET, AN ARC LENGTH OF 7.54 FEET (CHORD BEARS N41°50'43"E 7.36 FEET); THENCE ALONG A CURVE TO THE LEFT HAVING A RADIUS OF 44.46 FEET, AN ARC LENGTH OF 3.24 FEET (CHORD BEARS N17°32'37"E 3.24 FEET); THENCE S00°45'15"W 87.85 FEET TO THE POINT OF BEGINNING. SAID PARCEL CONTAINING 62,755 SQUARE FEET (1.441 ACRES) MORE OR LESS.

FOR AND ON BEHALF OF BOOKCLIFF SURVEY SERVICES,  
INC. 136 E 3RD STREET  
RIFLE, CO 81650  
MICHAEL J. LANGHORNE, PLS 36572



**EXHIBIT "A"**  
**PARCEL 5**

Lamer  
 Depot LLC/Lamer  
 Subdivision  
 Rifle Amended Minor 722695  
 Acres  
 Pacific No. 72268± Acres  
 Union Reception Parcel 1 3.96± Acres  
 Remainder





**COLORADO**  
Department of Transportation

## Materials Supporting “Discuss & Act” Resolutions

Pages 335-339



*Red Cliff Arch Bridge*



## Transportation Commission Memorandum

**To:** Colorado Transportation Commission

**From:** Darius Pakbaz, Division of Transportation Development (DTD) Director

William Johnson, Assistant Director for Performance and Asset Management

Toby Manthey, Asset Management Program Manager

**Date:** January 15, 2026

**Subject:** Approval of Asset Management Planning Budgets for Fiscal Years 2029-30 and 2030-31.

### Purpose

This memorandum summarizes recommended planning budgets developed by CDOT staff for asset classes in the Transportation Asset Management (TAM) program for fiscal years 2029-30 (FY30) and 2030-31 (FY31).<sup>1</sup> Also described for both years is the proposed “TAM Cap,” which represents the total dollars dedicated to the TAM program each year.

**Note:** The TAM planning budgets do not represent CDOT’s full investment in pavement, bridges and other assets. CDOT’s assets are supported by a range of funding, including strategic funds in the 10-Year Plan, the Regional Priority Program, Commissioner Program Reserve funds, the Statewide Bridge and Tunnel Enterprise, and more.

### Action

Per Policy Directive 1609.0, CDOT staff is asking the Transportation Commission (TC) to adopt by resolution the recommended planning budgets for FY30 and FY31 for 11 asset classes in the TAM program. Staff is also seeking TC adoption of the TAM Cap for these fiscal years.

The TC will review the planning budgets again the year before they become “actual” budgets during the annual CDOT budget process.

### Background

CDOT’s asset-management program focuses on asset preservation, rehabilitation, and replacement and does not fund projects that increase the capacity of Colorado’s transportation system. To qualify for asset-management funding, individual asset

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<sup>1</sup> The memo does not include a budget for the Maintenance Levels of Service (MLOS) program. While MLOS is part of the TAM program, its budget is set outside of the TAM budget process.

programs must be able to demonstrate, with a quantified performance measure, the benefit of additional investment.

To provide predictability to CDOT's Transportation Regions and to construction stakeholders, "planning" budgets for the assets are typically set four years in advance, so that the final years of CDOT's four-year program of asset management projects can be developed. In other words, knowing the planning budgets four years in advance gives CDOT staff the time to plan and design projects, so that when the year arrives for construction funding to be allocated, projects are ready to go.

A recommendation for asset planning budgets is developed by an executive committee that oversees the TAM program. The committee includes the Executive Director, Deputy Executive Director, Chief Engineer, Chief Financial Officer, DTD Director, the Regional Transportation Directors, and various other members of executive staff.

Once a planning-budget recommendation is finalized, staff presents it to the TC for adoption by resolution.

The TC reviews the planning budgets again the year before they become "actual" budgets. However, actual budgets adopted by the commission have rarely differed from the planning budgets approved several years earlier.

## Details

In October 2025, the executive committee overseeing the TAM program met to develop asset planning budgets for FY30 and FY31. The committee recommended the total TAM budget ("TAM Cap") for FY30 be \$390 million, and \$398 million was recommended for FY31. Compared to current annual funding, this represents an increase of 5.4 percent in FY30 and an additional 2.1 percent in FY31. The committee also reached a consensus on a recommended budget distribution of those funds among 11 asset classes.

The committee recommended increasing the budgets for nine asset classes in FY30 and FY31. Additionally, the committee recommended that budgets dedicated to tunnels and preventive maintenance for bridges be held at their FY29 levels, because the Bridge and Tunnel Enterprise is increasing funding for those assets.

Staff is requesting that the TC concur with these recommendations and adopt the FY30 and FY31 total planning budgets (i.e., TAM Caps) and individual asset budgets shown in Table 1.

**Table 1: FY28 to FY31 Asset Management Planning Budgets, in Millions.**

Planning Budgets				
Asset Class	FY28	FY29	FY30 Recommendation	FY31 Recommendation
Surface Treatment	\$233.0	\$233.0	\$247.5	\$253.3
Staff Bridge	\$38.3	\$38.3	\$38.3	\$38.3
Buildings	\$15.5	\$15.5	\$16.5	\$16.9
Culverts	\$8.2	\$8.2	\$8.7	\$8.9
Tunnels	\$9.8	\$9.8	\$9.8	\$9.8
ITS	\$16.6	\$16.6	\$17.6	\$18.0
Road Equipment	\$21.0	\$21.0	\$22.3	\$22.8
Geohazards	\$9.7	\$9.7	\$10.3	\$10.5
Walls	\$5.7	\$5.7	\$6.1	\$6.2
Traffic Signals	\$8.2	\$8.2	\$8.7	\$8.9
Rest Areas	\$4.0	\$4.0	\$4.2	\$4.4
<b>Total Planning Budget</b>	<b>\$370</b>	<b>\$370</b>	<b>\$390</b>	<b>\$398</b>

Note: \$1M per year of Intelligent Transportation Systems (ITS) funding is reserved for proactive device replacement.

### Achieving Asset Targets by Leveraging Funding Opportunities

The TC in Policy Directive 14.0 sets performance targets for the asset classes. While the TAM program optimizes investments to achieve these targets, a funding gap remains for many asset classes. For roadway assets, CDOT's most recent official estimate shows an annual funding gap of about \$350 million between available funding and the funding needed to meet targets. This information, from the 2022-23 Transportation Asset Management Plan (TAMP), will be updated for the 2027 TAMP and will be informed by current asset models.

In addition to increases in TAM planning budgets described in this memo, CDOT continues to seek ways to address the funding gap, such as through the new 10-Year Plan, enterprise revenue, and other strategic investments. More than half (53 percent) of projects in the new plan include pavement and bridge asset management elements, according to initial estimates. For pavement, these investments are estimated to be equivalent to about seven years of lane miles treated under CDOT's Surface Treatment program.

Moreover, the TC in recent years has regularly approved supplemental asset funding such as a one-time strategic investment of \$80 million in pavement in late 2025. Similar strategic investments from the TC helped reduce the percentage of “poor” Interstate pavement from 3.9 percent in 2021 to 2.3 percent in 2024.

Finally, revenue increases for the Statewide Bridge and Tunnel Enterprise (BTE) will support progress toward bridge and tunnel targets, as proposed at the BTE workshop in November 2025.

## **Next Steps**

Should the TC adopt the recommended planning budgets and TAM Cap for fiscal years 2029-30 and 2030-31, staff will use these budgets to develop the outer years of CDOT's rolling four-year program of asset-management projects.

## **Attachment**

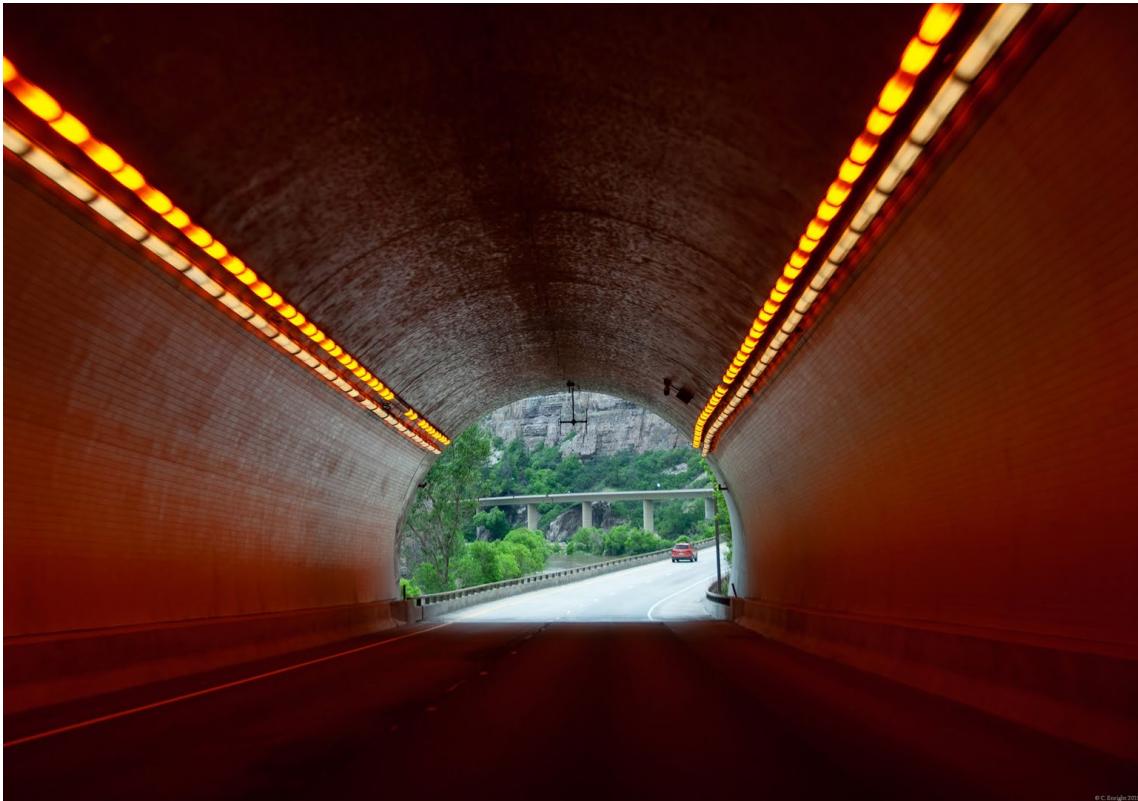
- Attachment A: Resolution for Approval of Transportation Asset Management (TAM) Planning Budgets for FY30 & FY31



**COLORADO**  
Department of Transportation

## Bridge and Tunnel Enterprise Board Materials

Pages 340-344



**Bridge and Tunnel Enterprise Board**  
**Meeting Minutes**  
**December 17, 2025**

Present: Diane Barrett, District 1  
Shelley Cook, Chair, District 2  
Juan Marcano, District 3  
Elise Jones, District 4  
Cecil Gutierrez, District 5  
Rick Ridder, District 6  
Barbara Bowman, District 7  
Barbara McLachlan, District 8  
Hannah Parsons, District 9  
Terry Hart, District 10  
Todd Masters, District 11

And: Staff members, organization representatives, and broadcast publicly

An electronic recording of the meeting was made and filed with supporting documents in the Transportation Commission office.

In December, the Bridge and Tunnel Enterprise Board of Directors met approved the following Resolutions:

- BTE1: Regular Meeting Minutes of November 20, 2025
- BTE2: 6th Budget Supplement of FY 2025-26



## Bridge and Tunnel Enterprise Board of Directors Memorandum

**To:** The Bridge and Tunnel Enterprise Board of Directors

**From:** Patrick Holinda, Bridge and Tunnel Enterprise Managing Director

**Date:** January 15, 2026

**Subject:** Seventh Supplement to the Fiscal Year 2025-26 Bridge and Tunnel Enterprise Budget

### Purpose

This month, the Bridge and Tunnel Enterprise (BTE) Board of Directors (Board) is being asked to approve a budget supplement request for one project. Region 3 requests a budget supplement to award the US 40 over Shelton Ditch Bridge Replacement (C-08-A\_Minor) project.

### Action

Staff requests Board approval of Proposed Resolution #BTE2, the seventh supplement to the Fiscal Year 2025-26 BTE budget.

### Background

#### Region 3: US 40 over Shelton Ditch Bridge Replacement Project (C-08-A\_Minor)

Staff is requesting a \$838,736 increase to the construction phase budget for the US 40 over Shelton Ditch (C-08-A\_Minor) Bridge Replacement project to award the project. To date, the Board has approved a total of \$445,800 in design funds (#BTE-24-03-02) and \$2,579,804 in construction funds (#BTE-25-10-02). A total of \$67,938 was also approved through staff authority for the ROW phase in accordance with PD 703.0. The project was advertised on November 20, 2025, and five bids were received; the lowest bidder was 52% over the engineer's estimate. However, of the five bids, the three lowest bidders were within 10% of each other, with a total variance of 22% across all bids. The adjustment needed to award the project is 33% greater than the October 2025 Board approved supplement. Per PD 703.0, the BTE Board is required to approve budget increases that are greater than 15% or greater than \$500,000 above the original Board approved construction phase budget.

Upon review of the bid tabs, it was determined that most of the cost differential came from the following items: mobilization, placement and removal of the temporary construction detour, ditch diversion, and precast concrete box culvert. Although these items were significantly higher than estimated, the bid costs were generally consistent amongst the

bidders and were determined to be indicative of the current market conditions in the Steamboat Springs area.

Awarding the project now will maintain the original project construction schedule, which allows for construction of the temporary detour and ditch diversion before the irrigation season begins. Alternatively, if the project were to be readvertised, construction would be delayed approximately one year to perform this work within the allowable time frame. At a minimum, delaying the project would increase the level of effort for staff and introduce a risk of construction cost increases due to cost escalation and the renegotiation of the ROW agreements required for the two temporary easements to accommodate the temporary detour and ditch diversion. Additionally, delaying the construction of this project may impact the public's ability to rely on this corridor as a detour route for I-70, reducing redundancy of the highway system in Region 3. Most recently, this corridor served as the primary detour route for I-70 for extended periods of time during the Grizzly Creek fire in 2020 and subsequent rockslides in Glenwood Canyon that closed the interstate. Since the bids were determined to be reflective of current market conditions in the Steamboat Springs area and BTE funds can be made available to award the project without impacting other planned projects, Staff recommends that the project be awarded to accelerate the replacement of this poor-rated structure and avoid significant schedule delays, potential cost escalation, and increases to staff level of effort.

C-08-A\_Minor is a single-span (19'-6) concrete slab bridge over the Shelton Ditch constructed in 1954. The structure is located at mile point 108.357 on US 40 in Routt County, east of Hayden, CO. Due to its current rating of poor, C-08-A\_Minor is eligible for BTE bridge replacement funds, and it is ranked in the top tier of the Q1 FY2026 BTE Bridge Prioritization Plan.

**US 40 Over Shelton Ditch Replacement in Routt County  
(C-08-A\_Minor) (New 040A108384BL) (SAP Project # 26274)  
Budget Request by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Current Budget	FY2026 Budget	Total Budget Request	Total Project Budget
Design	FASTER - Safety Critical and Asset Management	\$445,800	\$0	\$0	\$445,800
Right-of-way	FASTER - Safety Critical and Asset Management	\$69,738	\$0	\$0	\$69,738
Construction	SB260 - Safety Critical and Asset Management	\$2,579,804	\$838,736	\$838,736	\$3,418,540
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$3,095,342</b>	<b>\$838,736</b>	<b>\$838,736</b>	<b>\$3,934,078</b>

**US 40 Over Shelton Ditch Replacement in Routt County  
(C-08-A\_Minor) (New 040A108384BL) (SAP Project # 26274)**  
**Forecast Project Expenditure by Phase, Funding Program, Fiscal Year**

Phase of Work	Funding Program	Expenditures To-Date	FY2026 Forecasted Expenditure	FY2027 Forecasted Expenditure	Total Request Expenditure
Construction	SB260 - Safety Critical and Asset Management	\$0	\$459,915	\$378,820	\$838,736
<b>Total of Project Phases</b>	<b>All Funding Sources</b>	<b>\$0</b>	<b>\$459,915</b>	<b>\$378,820</b>	<b>\$838,736</b>

### Available Funding

If the Board approves the requested budget supplement outlined above, the remaining FY 2025-26 balance will be \$11,018,180 for the SB21-260 Safety Critical and Asset Management pool. The table below provides high-level transaction details for this BTE funding source.

**SB260 Safety Critical and Asset Management - Bridge and Tunnel  
Impact and Retail Delivery Fee Funding Balance, Fiscal Year 2026 BTE  
Funding Source, Year of Budget**

Starting FY Budget Balance	\$0
Year-to-Date Roll forwards or Project Savings	\$454,988
Approved Project Transactions (BOD, EMT, or Staff Authority per PD 703)	\$11,401,928
Pending Budget Supplements	-\$838,736
<b>Remaining Available Balance</b>	<b>\$11,018,180</b>

### Next Steps

1. Approval of Proposed Resolution #BTE2 will provide the funding necessary for Region 3 to award the US 40 over Shelton Ditch bridge replacement project.
2. Staff will return to the Board with additional budget supplement requests as necessary.



**COLORADO**  
Department of Transportation

## Information Only Materials

Pages 345-441





## Transportation Commission Memorandum

**To:** The Transportation Commission  
**From:** Jeff Sudmeier, Chief Financial Officer  
**Date:** January 14, 2026

**Subject:** Monthly Cash Balance Update

### Purpose

To provide an update on cash management, including forecasts of monthly revenues, expenditures, and cash balances for the State Highway Fund, SB 17-267 Trustee Account, and American Rescue Plan Act funds.

### Action

No action is requested at this time.

### Summary

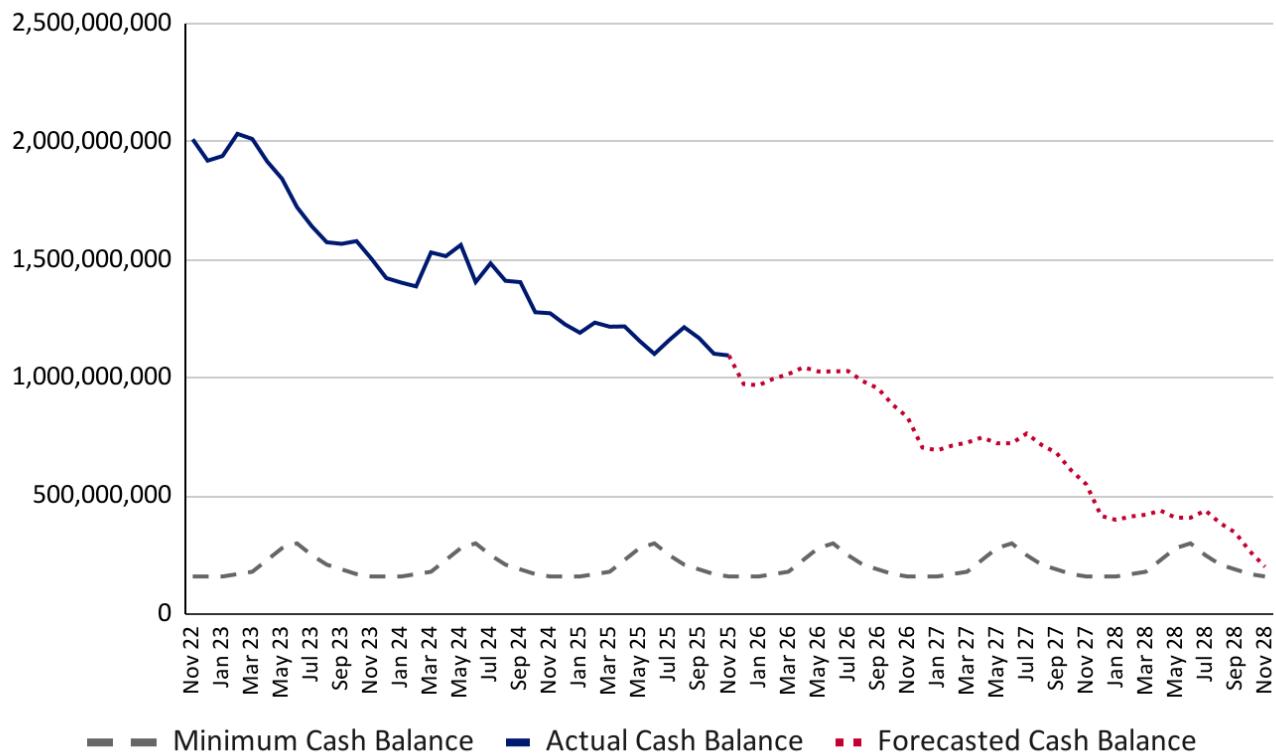
The actual cash balance for November 2025 was \$1.10 billion; \$935.41 million above that month's minimum cash balance target of \$160 million. November's cash balance includes \$571.79 million in the State Highway Fund, \$37.78 million in ARPA Refinance funding, and \$585.84 million in the Senate Bill 267 trustee account.

Figure 1 below outlines the Department's 36-month cash forecast. The primary drivers in this forecast include revenue from the state Highway Users Tax Fund (HUTF), federal reimbursements, payments to contractors, and General Fund transfers made pursuant to SB 21-260.

The Fund 400 Cash Balance is expected to gradually decrease over the forecast period as projects funded with SB 17-267 and other legislative sources progress through construction. The sections below provide additional information on the revenues and expenditures forecasted for this memo.



Figure 1 - Fund 400 Cash Forecast



## Cash Balance Overview

The Transportation Commission's directive (Policy Directive 703.0) outlines targeted minimum cash balances to limit the risk of a cash overdraft at the end of a month to, at most, a probability of 1/1,000 (1 month of 1,000 months ending with a cash overdraft). The forecasted cash balance is expected to remain above the targeted minimum cash balance through the forecast period.

The cash balance forecast is limited to the State Highway Fund (Fund 400 and affiliated funds and trustee accounts). This forecast does not include other statutory Funds, including the Multimodal Mitigation and Transportation Options Fund and funds associated with CDOT enterprises.

## Revenue Sources Forecasted

The State Highway Fund revenues forecasted in this cash balance include:

- Highway Users Tax Fund - This primarily includes Motor Fuel Taxes, Vehicle Registration Fees, Road Usage Fees, and Retail Delivery fees.
- Miscellaneous State Highway Fund Revenue - This revenue includes proceeds from the sale of state property, interest earned on balances in the cash fund,



the issuance of oversize/overweight permits, and revenue from various smaller sources.

- SB 17-267 - This bill directed the State Treasurer to execute lease-purchase agreements on existing state facilities to generate revenue for priority transportation projects.
- General Fund Transfers- Pursuant to SB 21-260, annual General Fund transfers will be made to the State Highway Fund between FY 2024-25 to FY 2031-32. This cash forecast assumes these transfers will be made in July of each year.

## Expenditure Sources Forecasted

The State Highway Fund expenditures forecasted in this cash balance include:

- Payments to construction contractors (described in more detail in the section below)
- Staffing expenses and program-related professional services
- Right of Way Acquisition
- Debt Service
- Transfers between CDOT and other state entities
- Maintenance and facilities expenditures
- Grant expenditures
- Other expenditures related to services and equipment.

## Cash Payments to Construction Contractors

The current forecast of payments to construction contractors under state contracts (grants paid out under inter-government agreements for construction are accounted for elsewhere in the expenditure forecast) from Fund 400 is shown in Figure 2 below.

**Figure 2 - Cash Payments to Construction Contractors (millions)**

CY 2019 (actual)	CY 2020 (actual)	CY 2021 (actual)	CY 2022 (actual)	CY 2023 (actual)	CY 2024 (actual)	CY 2025 (forecast)
\$669	\$774	\$615	\$841	\$860	\$882	\$917 *

\*This is a preliminary forecast that will be updated as additional project schedule detail becomes available.

Figure 3 details CY24 baseline and actual expenditures for the State Highway Fund (see Figure 2 above) as well as Bridge and Tunnel Enterprise. CDOT sets the CY baseline in January each year, using the best estimates, forecast, and schedule information available at the time.



Including Bridge Enterprise, November 2025 month end expenditures were corresponding to an Expenditure Performance Index (XPI) of 1.01 (actual expenditures vs. baseline). There were \$857.0M actual expenditures YTD vs. the baseline of \$849.3M. The CY 24 baseline included expenditures from 196 projects, while the current CY 25 baseline includes expenditures from 219 projects. Figure 4 details the current CY25 baseline and actual expenditures.

**Figure 3 - Dashboard View, CY 24 Year End**

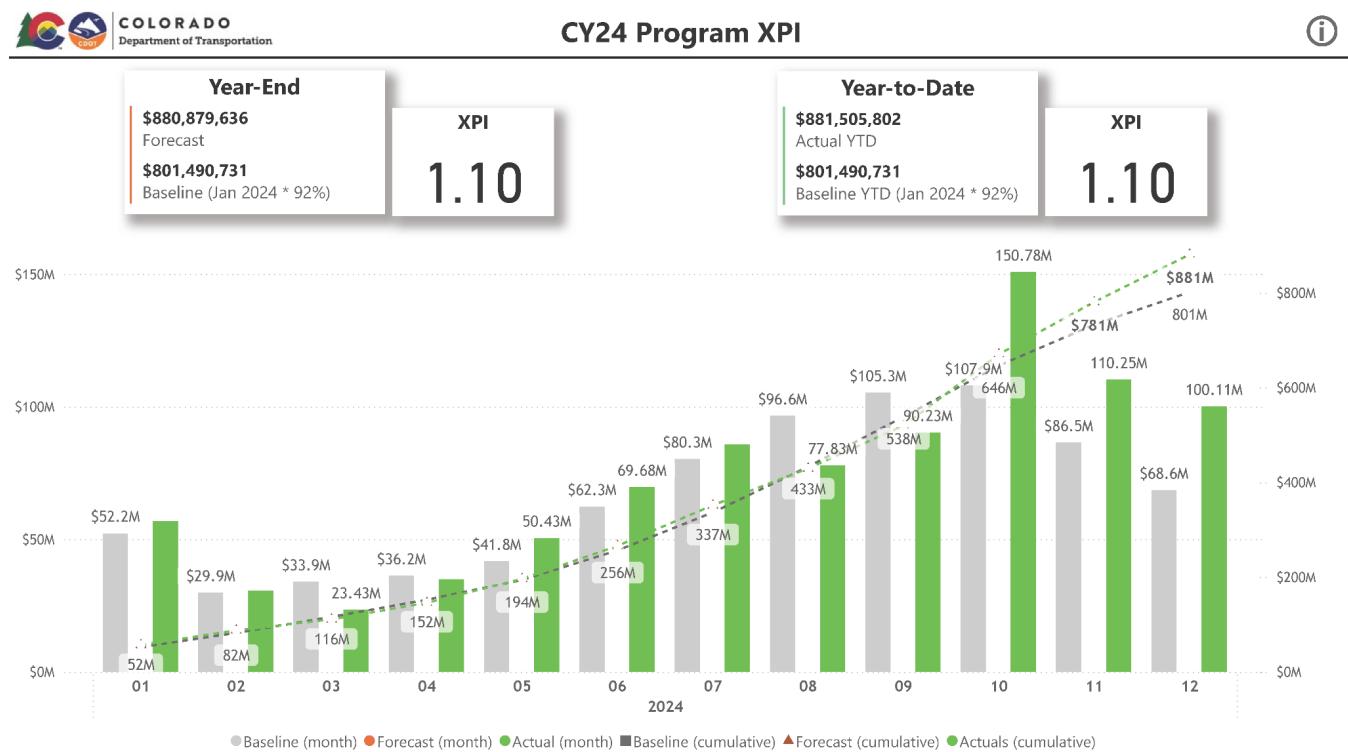
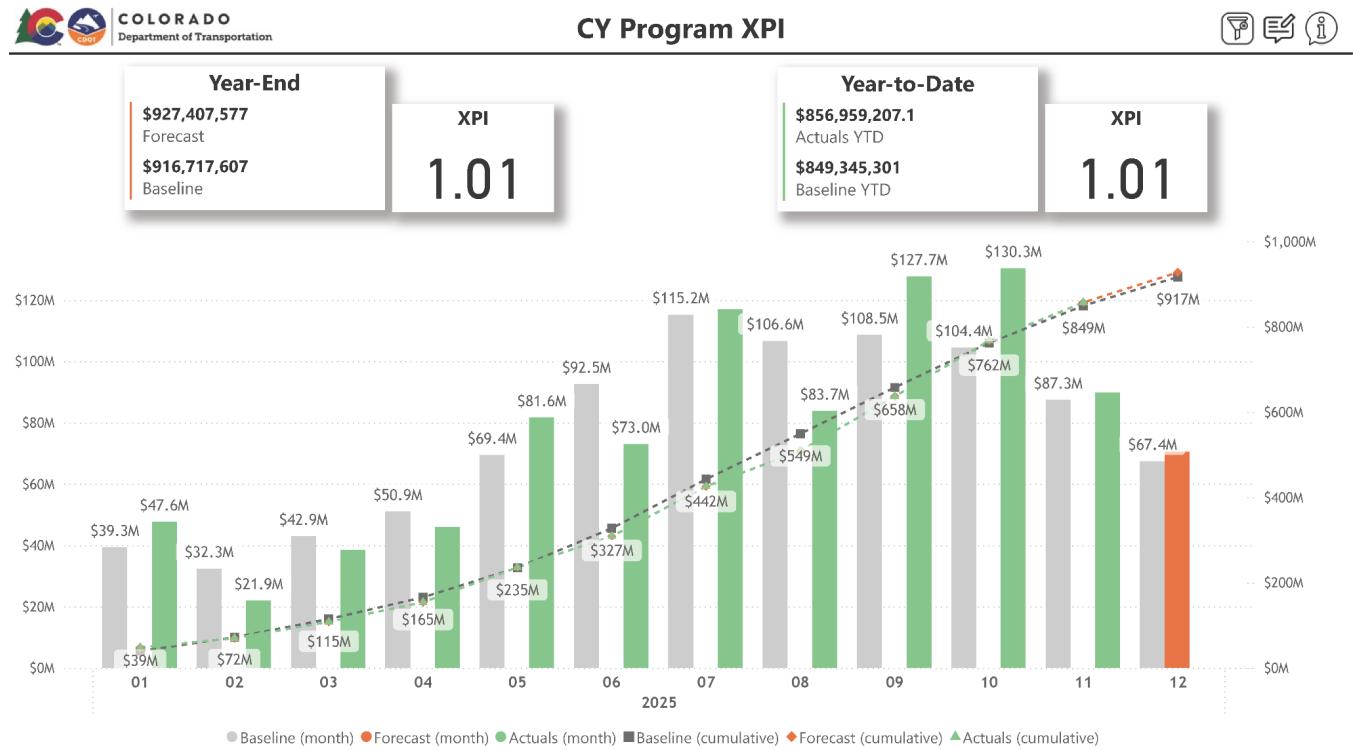




Figure 4 - Dashboard View, CY 25





## Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Jeff Sudmeier, Chief Financial Officer

Ryan Long, OFMB Revenue and Policy Director

**Date:** January 14, 2026

**Subject:** FY 2025-26 Q2 Highway Users Tax Fund Forecast

### Purpose

To provide a quarterly update to the annual Highway User Tax Fund (HUTF) revenue forecast.

### Action

This is for information purposes only. No action is requested from the Transportation Commission at this time.

### Background

The Office of Financial Management and Budget (OFMB) maintains an annual revenue model to inform the budget-setting process. The OFMB updates this model quarterly to monitor the current fiscal year's performance and project revenue for future fiscal years. The data inputs for this model include, but are not limited to, the following:

- Historical performance of fee revenues
- National economic performance indicators, such as the year-over-year percent change in real U.S. GDP growth
- Inflation estimates based on data from Moody's and the National Highway Cost Construction Index (NHCCI)
- State population and demographic data from the Department of Local Affairs
- Data on annual vehicle miles traveled (VMT) in Colorado from the CDOT Division of Transportation Development
- Estimated vehicle costs, including federal or state rebates for certain vehicles
- Vehicle sales and energy consumption data from the Energy Information Administration
- State fleet data from the Colorado Department of Revenue
- Colorado Clean Cars standard as baseline for estimation of electric vehicle adoption

The Department develops the Annual Revenue Allocation Plan using outputs from this model. During the annual budget development process, CDOT staff reconcile annual projected

revenues with approved requests for expenditures. Staff provides draft and final versions of the Revenue Allocation Plan for formal review and approval by the Transportation Commission. The final plan becomes CDOT's official budget for the next fiscal year.

## Current Forecast Compared to FY 2025-26 Budget

The table below compares this forecast with the forecast used to set the FY 2025-26 budget. Compared to the FY 2025-26 budget, the projected revenue from fuel taxes and motor fuel registrations has decreased. This decrease was largely driven by incorporating actual FY 2024-25 revenue data into OFMB's model.

### Changes to CDOT HUTF Revenue (millions)

Revenue Source	FY 2025-26 Budgeted	FY 2025-26 Q2 Forecast	Variance
CDOT First Stream	\$112.4	\$117.9	\$5.5
CDOT Second Stream	\$415.8	\$400.7	(\$15.1)
CDOT FASTER	\$122.4	\$128.0	\$5.6
CDOT Retail Delivery Fee	\$10.3	\$10.2	(\$0.1)
<b>CDOT HUTF Revenue Forecast</b>	<b>\$660.8</b>	<b>\$656.8</b>	<b>(\$4.0)</b>

## Summary

The tables below summarize CDOT's FY 2025-26 Q2 statewide HUTF forecast. A more detailed forecast narrative can be found on CDOT's website.

Revenue increases in future years are primarily attributed to increased revenue from FASTER fees, the Road Usage Fee, Electric Vehicle fees, and the Retail Delivery Fee.

The overall revenue from fuel taxes is forecasted to continue declining through the forecast period. While overall fuel revenue is expected to keep increasing, this increase is entirely attributable to the increasing Road Usage Fee rate in future years.

## Statewide HUTF Forecasted Revenue (millions)

Revenue Source	FY 2024-25	FY 2025-26	FY 2026-27	FY 2027-28
Motor Fuel Taxes	\$644.3	\$641.6	\$636.6	\$638.8
Vehicle Registration Fees	\$244.4	\$253.0	\$264.9	\$279.9
FASTER Collections	\$232.5	\$217.0	\$219.2	\$242.3
Road Usage Fee	\$120.1	\$148.2	\$176.4	\$206.5
Miscellaneous Collections	\$26.5	\$32.3	\$32.3	\$32.3
Retail Delivery Fee	\$22.6	\$25.5	\$28.4	\$31.7
<b>Statewide HUTF Revenue</b>	<b>\$1,290.5</b>	<b>\$1,317.6</b>	<b>\$1,357.8</b>	<b>\$1,431.5</b>

## Statewide HUTF Forecasted Distributions (millions)

Recipient	FY 2024-25	FY 2025-26	FY 2026-27	FY 2027-28
Off-the-Top Appropriations	\$212.7	\$225.3	\$238.6	\$252.6
CDOT	\$656.2	\$656.9	\$670.3	\$711.2
DNR Capital Construction	\$0.3	\$0.3	\$0.3	\$0.3
Counties	\$244.3	\$251.2	\$257.8	\$267.6
Municipalities	\$176.9	\$183.9	\$190.9	\$199.8
<b>Total HUTF Distributions</b>	<b>\$1,290.5</b>	<b>\$1,317.6</b>	<b>\$1,357.8</b>	<b>\$1,431.5</b>

## Economic and Transportation Trends Impacting the Forecast

There are several economic trends that could impact CDOT's overall revenue forecast. Some of the trends the Department is tracking include:

- **Consumer Price Index (CPI) and National Highway Construction Cost Index (NHCCI):** Several CDOT fees are adjusted annually based on either the CPI or the NHCCI. CDOT's current forecast expects baseline inflation to be higher than average over the next several months, which could impact future rate adjustments. While higher inflation could lead to an increase in overall fee revenue, it is expected that construction costs will continue to outpace any revenue adjustments made to existing fees.
- **Vehicle Miles Traveled (VMT) and fuel consumption:** In prior years, the growth in Colorado's VMT largely mirrored the overall growth in statewide fuel consumption. However, over the last three years, fuel consumption in the state has slowly decreased despite increasing VMT. Increasing fuel efficiency and the accelerating adoption of electric vehicles may be responsible for the overall decline in fuel consumption.
- **Electric vehicle adoption:** Electric vehicle registrations in Colorado have been growing at a fast pace over the last several years. While the state has experienced exceptionally strong growth in electric vehicle adoption, changes

to federal tax policy may have an impact on future consumer behavior. The Department will continue to monitor any trends in electric vehicle adoption.

- **Vehicle rentals:** Despite increases to vehicle rental fees, the state has seen a 3.5 percent decrease in vehicle rentals compared to the same point last year. The period at the end of summer saw the steepest decline, with vehicle rentals down 14.9 percent in August and 17.7 percent in September. OFMB has reduced its forecast for the FASTER Daily Rental Fee and the Congestion Impact Fee.

## Legislative Actions Impacting HUTF Revenue

Senate Bill 25-258 temporarily reduces the Road Safety Surcharge by \$3.70 for all weight classes. This is expected to reduce statewide revenue by approximately \$17.8 million in FY 2025-26 and \$21.6 million FY 2026-27. This bill adjusted the FASTER distribution formula to minimize the revenue impact on counties and municipalities. The table below outlines the expected changes to CDOT's FASTER revenue for FY 2025-26.

### CDOT Road Safety Surcharge Reduction

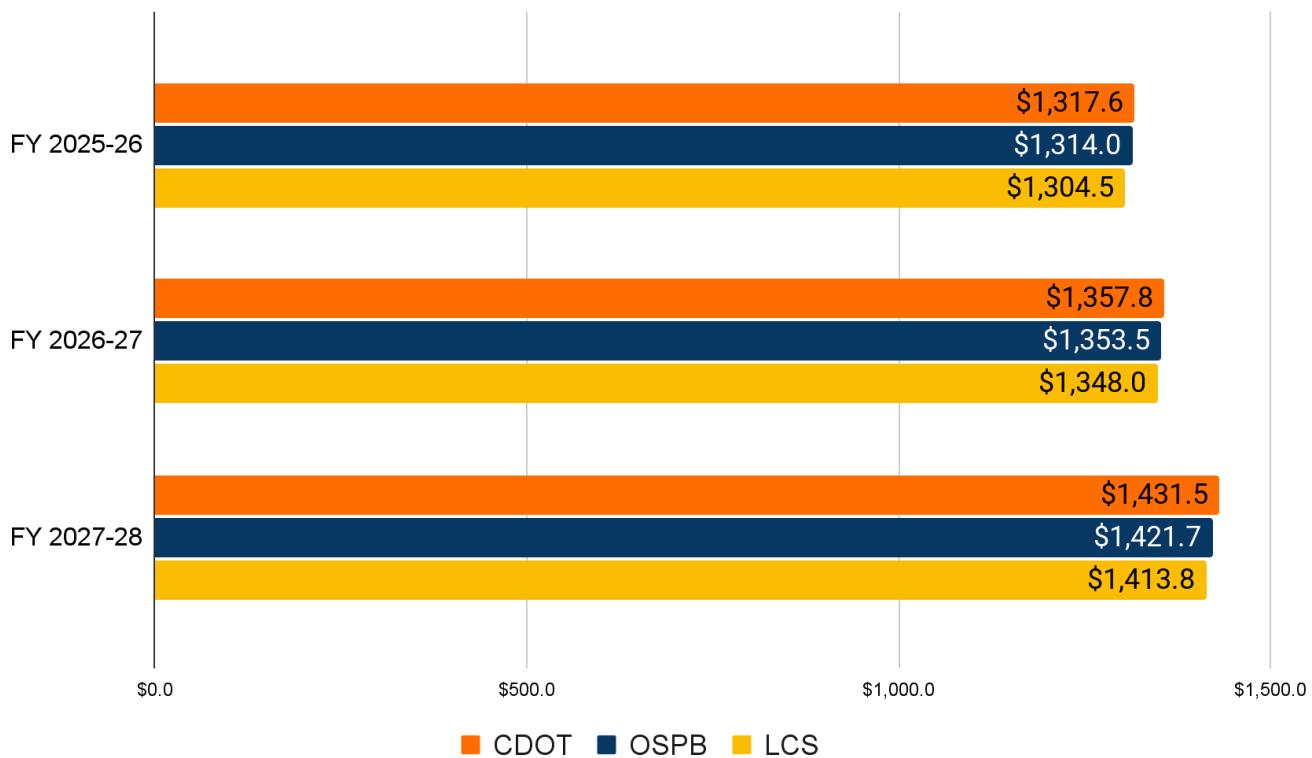
FASTER Fee	FY 26	FY 27	FY 28
CDOT Road Safety Surcharge Reduction	(\$17,840,000)	(\$21,580,000)	(\$5,630,000)

## Statewide Forecast Comparison

The forecasts prepared by the Governor's Office of State Planning and Budgeting (OSPB) and Legislative Council Staff (LCS) are used as the basis for statewide budget planning, and both forecasts estimate statewide transportation revenue.

CDOT's budget is primarily driven by the Revenue Allocation Plan approved by the Transportation Commission, which is developed using CDOT's independent quarterly forecast. The chart below provides a comparison of CDOT's forecast to the other statewide forecasts.

## Statewide HUTF Forecast Comparison (millions)



## Transportation Revenue and TABOR

The Taxpayer's Bill of Rights (TABOR), approved by voters in 1992, imposes a constraint on the amount of revenue that the state may retain and spend. Each year, the total revenue collected by the state can only grow by the combined increase of population growth and inflation. The statewide revenue forecasts provided by the Office of State Planning and Budgeting (OSPB) and the Legislative Council Staff (LCS) project that state revenue will exceed the TABOR cap in FY 2026-27.

The state's General Fund is currently constrained by two factors: increasing cash fund revenue and expenditures that increase faster than inflation. Since TABOR refunds are paid out of the General fund, increasing cash fund revenue can constrain the amount of General Fund revenue that is available within the TABOR limit. Additionally, several state expenses related to health care and education have been growing at a rate that is faster than inflation. Since the state's revenue growth is largely constrained by inflation, these growing expenses are taking up an increasingly larger portion of the budget.

While surpassing the TABOR cap does not directly impact CDOT's revenue, which is primarily funded through cash fund revenue, there is a risk that the decreasing availability of General Funds may impact future General Fund transfers to State Highway Fund.



**COLORADO**  
Department of Transportation  
Division of Audit

# **Capital Asset and Storeroom Inventory Processes and Internal Controls**

**Report Number 26-001  
Released Report**



**December 2025**

December 2025 Internal Audit Report released by the Audit Review Committee (ARC) on December 17, 2025, ARC meeting

The Colorado Department of Transportation (CDOT) Audit Division (Audit) is an independent, internal audit function authorized pursuant to Colorado Revised Statutes Section 43-1-106(12) to perform audits and furnish other information or assistance to help ensure the financial integrity, and efficient and effective operations of CDOT. Audit reports directly to an Audit Review Committee (ARC) that provides independent oversight, thereby ensuring the division is free from internal and external influences to provide objective and independent assessments. Audit is responsible for examining and evaluating CDOT's various operations to improve efficiency and effectiveness.

### **Audit Review Committee**

Rick Ridder, Chair, District 6

Diane Barret, District 1

Shelley Cook, Member, District 2

Todd Masters, Member, District 11

### **Audit Division Staff**

Frank Spinelli, Audit Director, CPA, CIA

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Judith Woods, Auditor III, PhD

Brooke Boyle, Auditor IV, CPA

Melinda Houston, Auditor II, CFE

Nathaniel Lei, Auditor I

You can obtain copies of this report (Number 26-001) by contacting us at:



CDOT Audit Division  
2829 W. Howard Place, 1<sup>st</sup> Floor, Denver, CO 80204  
P 303.757.9687



**COLORADO**  
Department of Transportation  
Division of Audit

Transportation Commission  
2829 W. Howard Place  
Denver, CO 80204-2305

December 18, 2025

The attached report presents the results of the Capital Asset and Storeroom Inventory Processes and Internal Controls Audit (report number 26-001, dated December 2025). This report was reviewed and released by the CDOT Audit Review Committee (ARC) on December 17, 2025, and adds value by assisting management with improving the effectiveness and efficiency of the capital asset and storeroom inventory processes and internal controls.

We conducted this review as part of our Fiscal Year 2026 audit plan and performed this work in accordance with generally accepted government auditing standards. This report presents our findings, conclusions, and recommendations, and the responses of CDOT management.

Frank Spinelli, CPA, CIA  
Director, Audit Division

cc: Shoshana Lew, Executive Director  
Herman Stockinger, Deputy Director, and Director of Policy  
Sally Chafee, Chief of Staff  
Keith Stefanik, Chief Engineer  
Darrell Lingk, Director, Transportation Safety  
Shawn Smith, Director, Maintenance and Operations

## Report Highlights

### Background

Capital assets are defined as assets with an estimated useful life of greater than one year and an acquisition value that meets certain capitalization dollar thresholds.

CDOT capital assets include the following eight asset categories: 1) land, 2) leasehold and land improvements, 3) buildings, 4) software, 5) vehicles and equipment, 6) construction in progress, 7) non-depreciable infrastructure, and 8) depreciable infrastructure.

CDOT reports the value and changes in value of these assets on Exhibit W-1, "Schedule of Changes in Capital Assets - Governmental and Internal Service Funds." In FY 2024, CDOT reported approximately \$18.1 billion in gross capital assets (\$11.1 billion net).

CDOT storerooms safeguard supplies and provide materials for the maintenance and repair of equipment and roadways. There are 10 storerooms located in the various CDOT regions, which reported a total inventory balance of over \$14 million in FY 2024.

### Highlights

The Audit Division (Audit) evaluated CDOT's capital asset and storeroom internal controls and processes and found some deficiencies, several are significant.

Our capital asset findings relate to the following process areas:

- Annual Inventory Counts,
- Asset Reconciliations,
- Construction Project Configuration, and
- Authorization and Record Keeping Procedures.

With regard to storeroom inventory, Audit identified two obstacles that are preventing the storeroom from becoming more efficient and effective:

- Manually intensive processes, and
- Training and Development.

Audit made six recommendations and four suggestions that could assist management with achieving improvements within its capital asset and storeroom inventory processes.

## Objective

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The Audit Division (Audit) assessed CDOT's capital asset and storeroom inventory processes and internal controls that support reliable recording and reporting of assets and efficient and effective inventory management.

## Scope and Methodology

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This Audit evaluated capital asset processes and internal controls that support the reliable recording and reporting of capital assets included in CDOT's annual financial statements on Exhibit W-1, *Schedule of Changes in Capital Assets - Governmental and Internal Service Funds*, for fiscal years (FY) 2024 to FY 2025 and the first two months of FY 2026. Our Audit scope excluded any right-to-use (RTU) assets or assets owned by enterprise funds, which are subject to different processes and internal controls and are reported in other exhibits of CDOT's annual financial statements.<sup>1</sup>

This Audit also evaluated storeroom inventory processes and internal controls that support efficient and effective inventory management for FY 2024 to FY 2025.

The methods that Audit used to achieve its objective were:

- Interviewed appropriate CDOT employees.
- Reviewed applicable policies, procedures, and guidance that included:
  - Colorado Fiscal Rules
  - Colorado Procurement Code
  - Colorado Office of the State Controller (OSC) *Fiscal Procedures Manual*
  - CDOT *Capital Funds Allocation Guidance*
  - CDOT Division of Accounting (DAF) *Accounting Manual*
  - CDOT Division of Accounting "Annual Physical Inventory - DAF Instructions - Vehicles and Equipment"
  - CDOT *Storeroom Manual*
  - CDOT *Transportation Asset Management Plan*
  - CDOT *Right of Way Manual*
  - CDOT Procedural Directive 60.1 "Property Management Funds Allocation"
  - CDOT Procedural Directive 09.2 "CDOT Heavy Fleet Management"
- Performed a trend analysis of capital asset balances for FY 2020 - FY 2024.
- Evaluated the FY 2024 capital asset inventory count process, including assessment of the adequacy of count instructions and reconciliation of count sheets to accounting records.
- Compared the number of building assets included in DAF's accounting records to the number of buildings included in CDOT's Property Management and Risk Management records.

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<sup>1</sup> These assets are reported on Exhibits W-2 *Changes in Capital Assets - Enterprise Funds*, W-3 *Changes in Right-to-Use Assets - Governmental & Internal Service Funds*, and W-4 *Changes in Right-to-Use Assets - Enterprise Funds*.

- Compared building replacement costs reported by Property Management to building insured values reported by Risk Management.
- Determined the number of construction projects that were both opened and administratively closed between January 1, 2020, and July 31, 2025.
- Tested a sample of 150 items from a population of 1,012 non-maintenance construction projects that were both opened and non-administratively closed between January 1, 2020, and July 31, 2025. Audit used a 95 percent confidence level with an expected deviation rate of 0 percent and a tolerable deviation rate of 2 percent.
- Determined how many changes are made to the project profile configuration of construction projects in SAP after the initial project creation and review process is completed.
- Evaluated the FY 2024 construction in progress (CIP) settlement and roll forward processes.
- Tested a sample of 150 items from a population of 583 FY 2024 Vehicles and Equipment additions, modifications, and deletions. Audit used a 95 percent confidence level with an expected deviation rate of 0 percent and a tolerable deviation rate of 2 percent.
- Performed a trend analysis of storeroom inventory count variances by location for FYs 2015 - 2019 and FY 2024.<sup>2</sup>
- Evaluated the FY 2024 storeroom inventory count process, including assessment of count instructions and sufficiency of post-count documentation.
- Performed an observation of storeroom activities in 4 out of 10 storeroom locations.
- Conducted a survey of storeroom personnel regarding understanding of policies and procedures, performance of storeroom operations, and sufficiency of training.

We conducted this audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. For all tests completed as part of this audit, we did not independently assess the reliability of data received from the SAP or OnBase® systems.<sup>3,4</sup> Instead, we relied on the lack of any internal control findings related to the reliability of capital asset data obtained from the SAP or OnBase® systems in the State's FY 2024 Single Audit Report.<sup>5</sup> In addition, nothing came to our attention during the audit to indicate that information obtained from these systems was unreliable.

In planning and performing our audit, we considered OSC policy that it is the responsibility of State Agencies, including CDOT, to institute and maintain systems of internal accounting and administrative control consistent with "Standards of Internal Control in the Federal

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<sup>2</sup> Storeroom inventories were not conducted from FY 2020 through FY 2023 due to the COVID-19 pandemic.

<sup>3</sup> SAP is an enterprise resource planning (ERP) system used by CDOT to integrate core business operations and serve as the accounting system of record.

<sup>4</sup> OnBase® is a cloud-based modular electronic document management system (EDMS), which is a service platform that can capture information from various sources, automate processes, be integrated with other business applications, and serve as a database for secure record retention.

<sup>5</sup> State of Colorado Statewide Single Audit, Fiscal Year Ended June 30, 2024.

Government" (Green Book).<sup>6,7</sup> This policy is designed to ensure the state meets the requirements of both Colorado Revised Statute (CRS) 24-17-102 *Control System to be maintained* and 2 Code of Federal Regulations (CFR) Part 200 *OMB Uniform Guidance*.

We identified the following internal control components and underlying internal control principles from the Green Book as significant to the audit objective:

#### **Component 1: Control Environment**

- **Principle 3 - Establish Structure, Responsibility, and Authority:** Management should establish an organizational structure, assign responsibility, and delegate authority to achieve the entity's objectives.
- **Principle 4 - Demonstrate a Commitment to Competence:** Management should demonstrate a commitment to recruit, develop, and retain competent individuals.
- **Principle 5 - Enforce Accountability:** Management should evaluate performance and hold individuals accountable for their internal control responsibilities.

#### **Component 3: Control Activities**

- **Principle 10 - Design Control Activities:** Management should design control activities to achieve objectives and respond to risks.
- **Principle 12 - Implement Control Activities.** Management should implement control activities through policies.

#### **Component 4: Information and Communication**

- **Principle 13 - Use Quality Information:** Management should use quality information to achieve the entity's objectives.
- **Principle 14 - Communicate Internally:** Management should internally communicate the necessary quality information to achieve the entity's objectives.

#### **Component 5: Monitoring**

- **Principle 16 - Perform Monitoring Activities:** Management should establish and operate monitoring activities to monitor the internal control system and evaluate the results.

We assessed the design and implementation of relevant capital asset and storeroom inventory internal controls and identified deficiencies that we believe could affect the efficiency and effectiveness of CDOT's operations and the reliability of CDOT's financial reporting. The internal control deficiencies we found are discussed in the Audit Results section of this report. However, because our review was limited to aspects of these internal

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<sup>6</sup> Please note that although the OSC Internal Control System Policy (<https://osc.colorado.gov/internal-control-system>) is only effective as of October 25, 2024, CRS 24-017-102 has always required that CDOT institute and maintain systems of internal accounting and administrative control over state assets.

<sup>7</sup> 2014 Standards of Internal Control in the Federal Government (Green Book):  
<https://www.gao.gov/products/gao-14-704g>

control components and underlying principles, it may not have disclosed all internal control deficiencies that may have existed at the time of this audit.

## Background

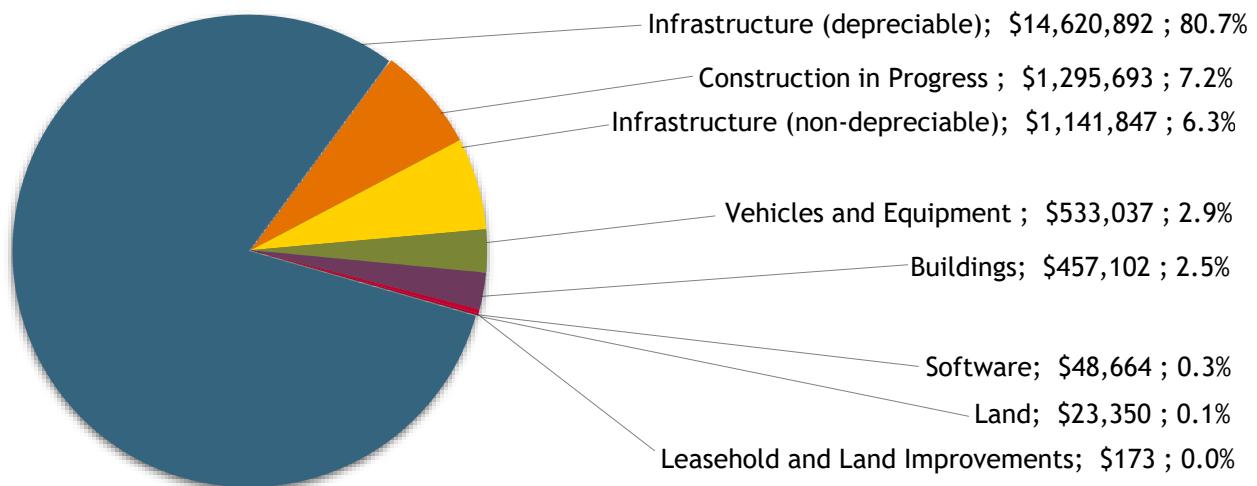
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This audit was initiated based on the results of our FY 2025 risk assessment that indicated capital assets and storeroom inventory were high-risk process areas. This determination was based on the following three factors: 1) the broad impact of capital assets and storeroom inventory processes on numerous CDOT Divisions, 2) the overall capital assets process had not been audited in the past, and 3) prior audits found storeroom control weakness. This audit will also serve as a secondary follow-up on Audit Recommendations that were made on the 2016 Patrol Inventory audit.

### Capital Assets

Capital assets are defined in both OSC's Fiscal Procedures Manual and in CDOT's Division of Accounting and Finance (DAF) Accounting Manual as assets owned by the State that have an estimated useful life of greater than one year and meet capitalization dollar thresholds that vary by asset class.<sup>8</sup> The gross ending balance of all capital assets reported on Exhibit W-1 *Changes in Capital Assets - Governmental and Internal Service Funds* in FY 2024 was \$18.1 billion. Chart 1 depicts the ending gross balance by asset class and indicates what percentage of the total gross balance each asset class represents.

**Chart 1: FY 2024 Capital Asset Ending Gross Balances  
(in thousands)**



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<sup>8</sup> Capitalization Thresholds are as follows:

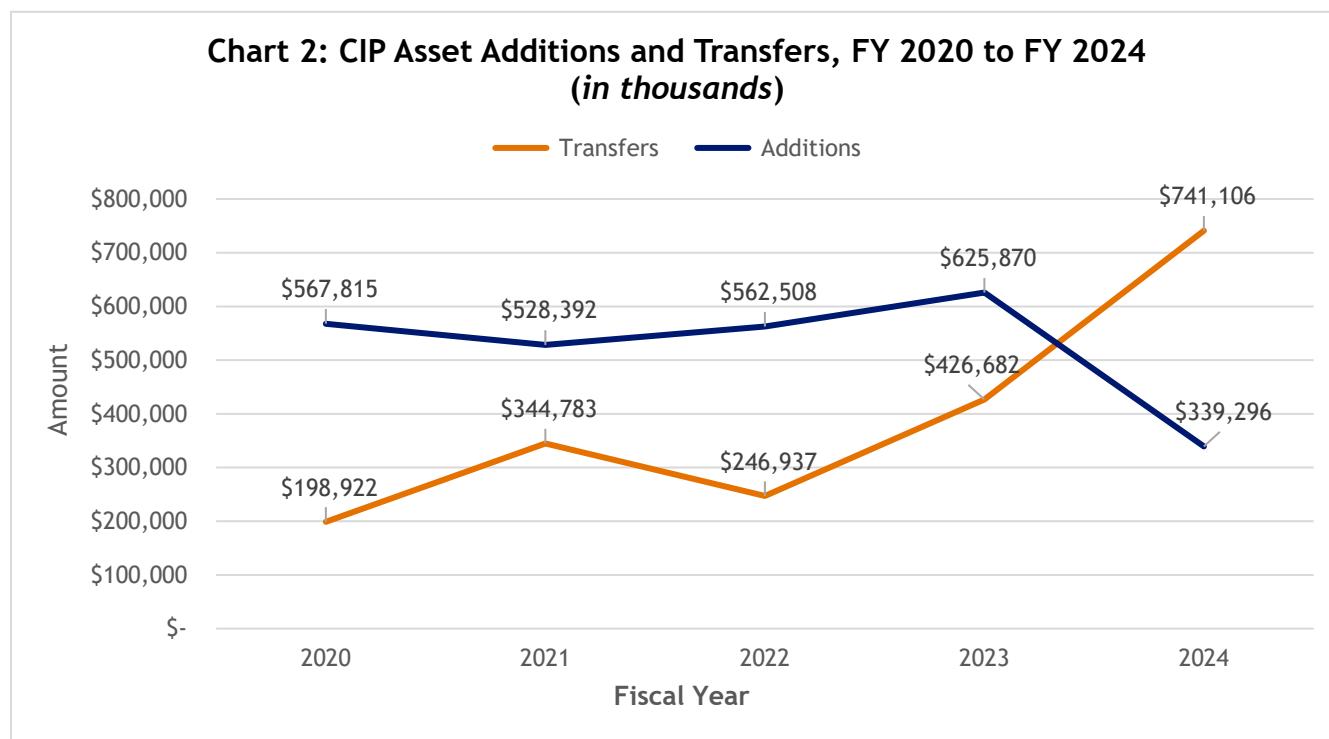
- All purchases, regardless of cost: Land and Library Materials/Collections.
- \$5,000 per item through 1/31/2025, \$10,000 per item starting 2/1/2025: Furniture & Equipment, Software (purchased), Works of Art & Historical Treasures.
- \$50,000: Land & Leasehold Improvements, Buildings, Intangible Assets, Software (internally developed).
- \$500,000: Infrastructure.

While various CDOT Divisions and programs are responsible for managing daily capital asset operations, it is ultimately the responsibility of DAF to design and implement internal controls to ensure that all capital asset accounting records are effectively maintained and reliable for annual financial reporting on Exhibit W-1.

A short description of the nature of significant asset classes (CIP, Depreciable and Non-Depreciable Infrastructure, Buildings, and Vehicles and Equipment) is included below.<sup>9</sup> Please see Appendix A for a short description of the nature of non-significant asset classes (Land, Leasehold and Land Improvements, and Software).

**CIP:** Represents assets that are currently under construction. When construction is completed, the accumulated cost of the CIP asset will be transferred to a final fixed asset category (typically infrastructure or buildings). Construction of these assets is primarily managed by various engineering personnel (Project Engineers, Design Engineers, Traffic Engineers, etc.) with the involvement of their respective regional business offices.

The majority of annual capital asset activity between FY 2020 to FY 2024 consists of additions to CIP and transfers from CIP into other fixed asset categories. Additions to CIP during this period ranged between \$330 million to \$625 million per year, while transfers of completed CIP assets into other fixed asset categories ranged between about \$200 million to \$740 million per year. See Chart 2 below.



The rate of CIP activity depends on the number and relative size of open construction projects during the period. During FY 2024, two long-term projects with accumulated costs of about \$247 million were completed along I-25 between Monument and Castle Rock. This contributed to a relatively large transfer of \$741 million of assets from CIP into other fixed

<sup>9</sup> Asset classes that represent more than 1% of the total gross asset balance on the FY24 Exhibit W-1.

asset categories. The ending balance of CIP assets for FY 2024 was about \$1.3 billion, or 7 percent of the total gross capital asset balance.

**Infrastructure (depreciable):** Represents roads, bridges, tunnels, culverts, etc. that have a significantly longer estimated useful life than most capital assets. The Transportation Asset Management program is responsible for the management of infrastructure assets throughout their lifecycle. CDOT's most recent Transportation Asset Management Plan was published in 2022 and summarizes current asset conditions, risk assessments, and long-term planning for maintenance and repairs.<sup>10</sup> Regular maintenance costs are not capitalized, but if there are improvements or repairs to infrastructure that extend an asset's estimated useful life, a new construction project will be recorded to CIP to capture these costs.

As described above, transfers of completed construction projects from CIP into depreciable infrastructure represent a significant portion of annual capital asset activity, and the resulting depreciable infrastructure balance represents the majority of CDOT's capital assets. Between FY 2020 to FY 2024, transfers from CIP into depreciable infrastructure increased from \$170 million to \$710 million. As noted above, this was primarily due to the completion of two large I-25 improvement projects in FY 2024. By the end of FY 2024, the gross balance of depreciable infrastructure assets was over \$14.6 billion, which represents 81 percent of the total gross balance of all capital assets.

**Infrastructure (non-depreciable):** Represents right-of-way (ROW) easements associated with infrastructure assets.<sup>11</sup> These infrastructure assets are presented on a separate line item of Exhibit W-1 as they are considered land that is not depreciable. Management of ROW acquisitions and disposals is the responsibility of Regional ROW personnel and the Property Management program, and guidance is provided in the CDOT Right of Way Manual.<sup>12</sup>

As described above, the value of ROW land acquired for infrastructure purposes is recorded to non-depreciable infrastructure. Between FY 2020 to FY 2024, transfers from CIP into non-depreciable infrastructure ranged from \$5 million to \$60 million. The ending balance of non-depreciable infrastructure assets for FY 2024 was about \$1.1 billion, or 6 percent of the total gross capital asset balance.

**Buildings:** Represents physical structures built upon real property, including office buildings, storerooms, storage sheds, and rest areas. The Property Management program is responsible for management of building assets, including acquisitions, development, and disposals. Annual net activity between FY 2020 to FY 2024 was relatively consistent, ranging between \$11 million to \$30 million of transfers from completed CIP construction projects. The ending balance of building assets for FY 2024 was about \$457 million, or about 3 percent of the total gross capital asset balance.

**Vehicles and Equipment:** Represents road equipment (i.e. fleet vehicles) managed by the Maintenance and Operations Feet Services team, and non-road equipment, which are used

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<sup>10</sup> CDOT's 2022 Transportation Asset Management Plan: <https://www.codot.gov/programs/tam/cdot-2022-transportation-asset-management-plan-remediated.pdf>

<sup>11</sup> Per CFR §710.105(b): Right of Way means real property and rights therein used for the construction, operation, maintenance, or mitigation of a transportation or related facility funded under title 23 of the United States Code.

<sup>12</sup> CDOT Right of Way Manual: <https://www.codot.gov/business/manuals/right-of-way-manual>

by a variety of programs and personnel for a range of purposes (such as traffic equipment, materials lab equipment, and surveying tools). Maintenance superintendents, and section and fleet managers continually assess the need for road equipment based on planned and actual usage, and non-road equipment is acquired on an as-needed basis.

Annual net activity between FY 2020 to FY 2024 reflected asset additions of about \$15 million to \$40 million per year. The ending balance of Vehicles and Equipment assets in FY 2024 was \$530 million, which is about 3 percent of total gross capital assets.

## Storerooms

CDOT Storerooms provide the supplies and materials used on a daily basis to maintain and repair equipment and roadways. There are 10 storerooms located across the state, which carried a total inventory balance of over \$14 million in FY 2024.

Storerooms that maintain an inventory of at least \$100,000 are required to conduct inventories at least annually.<sup>13</sup> CDOT policy is that all annual inventories must be done by the end of the 2nd week of June and any discrepancies must be investigated. The Storeroom Controller must submit the Annual Inventory Discrepancy Memo, with the posted inventory document numbers, discrepancy totals and percentages, to the Storeroom Personnel and the Asset Management Section in Accounting.

## Findings and Conclusions

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The Audit Division found multiple deficiencies, some of which are significant, in CDOT's processes and internal controls used to maintain and report Capital Assets and Storeroom Inventory. Our findings are organized into the following areas:

### Capital Assets

1. Annual Inventory Counts
2. Asset Reconciliations
3. Construction Project Configuration
4. Authorization and Record Keeping Procedures

### Storeroom Inventory

5. Manually Intensive Processes
6. Training and Development

Relevant to the context of our findings is the fact that the Fixed Asset Accountant (FA accountant) of 16 years retired in December 2024, just before the commencement of this audit. His departure was followed by the retirement of his supervisor six months later. As a result, the FA accountant directly responsible for capital assets was not available to respond to audit questions, produce records, or assist in the audit, nor was his supervisor for much of the period during which the audit was conducted.

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<sup>13</sup> OSC Fiscal Procedures Manual (March 31, 2024) states, "All departments should record on their balance sheet on the last business day of June significant supplies or other consumable inventories. Significant for this purpose is defined as inventories totaling \$100,000 or more per location."

Although the FA accountant's direct supervisor was present during audit's first interview with DAF personnel, neither the FA accountant nor the supervisor were available for comment on this report, Audit notes that Green Book Principle 3 *Establish Structure, Responsibility, and Authority*, still requires that documentation of the internal control system be adequate to mitigate the risk of having organizational knowledge limited to a few personnel. Documentation of internal controls should also be adequate to enable supervisory review and communication with other parties, such as the DAF Controller supervising the FA accountant's supervisor and internal audit.<sup>14</sup>

## Capital Assets

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### 1. Annual Inventory Counts

The OSC Fiscal Procedures Manual (Chapter 3 Section 3.9) states that all capital assets should be inventoried on an annual basis. The annual inventory can occur on or after March 31, but the Office of the State Auditor (OSA) should be advised if the annual inventory is taken any time prior to the fiscal year end on June 30. This process is intended to ensure that capital asset inventory records are completely and accurately updated in a timely manner for preparation of the financial statements.

The Green Book principles supporting an effective annual inventory count process include Principle 3 *Establish, Structure, Responsibility, and Authority*, and Principle 12 *Implement Control Activities*, and Principle 16 *Perform Monitoring Activities*.<sup>15</sup>

Audit's evaluation of the FY 2024 annual inventory count instructions and post-count documentation found that the Division of Accounting and Finance (DAF) only directed an annual inventory count over capital assets classified as Vehicles and Equipment. DAF supervisors were unable to provide details about how annual counts are performed for the remaining asset classes reported on Exhibit W-1. While Audit found that some of these remaining asset classes are annually counted by other CDOT Divisions, such as Property Management's annual inventory of Buildings, DAF was not aware of these other inventory

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<sup>14</sup> Green Book Attributes:

**Documentation of the Internal Control System** paragraph 3.10: ... Documentation also provides a means to retain organizational knowledge and mitigate the risk of having that knowledge limited to a few personnel, as well as a means to communicate that knowledge as needed to external parties, such as external auditors. Paragraph 3.11: Management documents internal control to meet operational needs. Documentation of controls, including changes to controls, is evidence that controls are identified, capable of being communicated to those responsible for their performance, and capable of being monitored and evaluated by the entity.

<sup>15</sup> Green Book Attributes:

**Documentation of the Internal Control System** paragraph 3.10: Effective documentation assists in management's design of internal control by establishing and communicating the who, what, when, where, and why of internal control execution to personnel.

**Documentation of Responsibilities through Policies** paragraph 12.04: Those in key roles for the unit may further define policies through day-to-day procedures, depending on the rate of change in the operating environment and complexity of the operational process. Procedures may include the timing of when a control activity occurs and any follow-up corrective actions to be performed by competent personnel if deficiencies are identified.

**Internal Control System Monitoring** paragraph 16.05: Management performs ongoing monitoring of the design and operating effectiveness of the internal control system... Ongoing monitoring includes regular management and supervisory activities, comparisons, reconciliations, and other routine actions.

counts and did not reconcile them to their results. This indicates that inventory count controls are not effectively designed to ensure all assets are counted on an annual basis.

Audit also found multiple issues with the design and implementation of the FY 2024 annual inventory count of Vehicles and Equipment assets. While field staff from various Regions and Divisions are responsible for performing the physical count of vehicle and equipment assets, the DAF FA accountant is responsible for providing the count instructions and count sheets to each Region or Division and for updating accounting records as necessary. Regarding count instructions, Audit found that:

- Instructions used by DAF to print count sheets from SAP included parameters that excluded from the count more than 2,000 vehicle and equipment assets with acquisition values totaling more than \$117 million.<sup>16</sup>
- Count instructions allow field staff to conduct the count anytime between early March and the end of April, which does not conform with the earliest date allowed by the OSC of March 31<sup>st</sup>. Performing the count as close as possible to June 30th reduces the likelihood that asset transactions occurring after the date of the count are mistakenly excluded from the year-end financial statements.
- Count sheets are printed as of January 31<sup>st</sup>; however, field staff do not complete the count until two to three months later and do not report the specific count date to DAF. These timing differences increase the risk that pre- or post-count activity is not completely identified and accurately adjusted for by DAF when updating the accounting records.
- Count instructions given to field staff are limited. There are no instructions to check serial numbers or other unique identifying information to ensure the correct asset is being counted. Field staff report that they are not always aware of what should or should not be considered a capital asset for inventory count purposes.

In addition, Audit found that post-count documentation does not clearly explain entries made by the FA accountant nor any differences between what is reported by field staff and what is recorded in SAP. For example, field staff reported 40 asset additions with a total acquisition value of nearly \$3 million, but at least \$1.9 million of these additions were not recorded by the FA accountant. Further investigation by Audit revealed that the FA accountant was correct to exclude recording the \$1.9 million of additions because these assets already existed in the accounting records in SAP. However, an explanation of this reasoning was not provided in the post-count documentation. Similarly, with regard to vehicle and equipment deletions, the FA accountant only left an explanation of how they resolved variances for 27 of the 126 deletions reported by field staff. Documented explanations for differences between count results reported by field staff and accounting adjustments recorded by the FA accountant would minimize confusion, allow for easier audit review, and better support the accounting records.

Audit also learned that one of the primary causes of these inventory count deficiencies was a lack of review of the FA accountant's work. This unintentionally provided the FA accountant sole accounting control of assets within the financial system. While manual journal entries

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<sup>16</sup> Many of these assets are sub-assets, such as vehicle accessories and attachments. If these sub-assets are to be excluded from an inventory count, a risk assessment should be performed and documented supporting the exclusion.

are subject to supervisory review, automated and semi-automated system generated accounting entries are not. A supervisory review and approval process of all journal entries entered and posted into CDOT's financial reporting system by the FA accountant, or a year end reconciliation process to ensure all semi-automated entries are appropriate, could have identified and addressed these deficiencies in a more timely manner.

To support a more effective annual inventory count process, Audit recommends that DAF, in coordination with CDOT Divisions and Regions responsible for the custody of capital assets, update inventory count controls to better ensure that all capital assets are included in the annual count:

- a) Provide more detailed instructions to field staff performing the asset counts.
- b) Document how the FA accountant resolves each addition, deletion, or transfer reported by field staff.
- c) Ensure supervisory review and approval of all adjustments to CDOT's financial accounting records proposed by the FA accountant.
- d) Improve count sheet design. Suggested improvements include:
  - i. Print count sheets and reflect the prior fiscal year end balance as the count sheet opening balance rather than an account balance during the fiscal year.
  - ii. Add a box for field staff to document the actual count date.
  - iii. Add a response option for "No Changes" to help validate that all items on the count sheet were actually counted by field staff.
  - iv. Obtain a response for all assets, including related sub-asset numbers.
  - v. Use control totals to help track the total number of assets counted.

## 2. Asset Reconciliations

Capital asset records should be reliable and consistent across CDOT Divisions and programs to support strategic decision making, daily operations, and evaluations of program performance and outcomes. Poor quality information about capital asset records makes it difficult for management to meet its objectives related to efficient and effective operations and accurate financial reporting. Examples of CDOT's various asset records include asset accounting records maintained by DAF, real property records maintained by the Property Management team, insurance records maintained by the Risk Management team, and roadway (infrastructure) asset data managed by the Geographic Information Systems program.<sup>17</sup> The Green Book Principles supporting the communication and use of quality asset

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<sup>17</sup> For more information about the GIS program please see <https://www.codot.gov/programs/gis>.

data include Principle 13 *Use Quality Information*, Principle 14 *Communicate Internally*, and Principle 16 *Perform Monitoring Activities*.<sup>18</sup>

Audit found that DAF does not have a process to reconcile capital asset accounting records to other relevant and reliable asset records maintained by CDOT. For example, the Property Management team has a well-designed process to perform an inventory count of all buildings on an annual basis. During this process, the team takes photographs of each building and uploads them to a dashboard that contains live asset data including the building numbers, locations, and conditions. This inventory process should result in relevant and reliable building asset records that agree with accounting records maintained by DAF; however, Audit could not reconcile DAF's FY 2024 accounting records to Property Management's FY 2024 building records. While accounting records in SAP indicate there are 695 building assets, the Property Management list comprises 1,136 building assets.<sup>19</sup> In addition, Audit could only match 649 buildings between the two sets of asset records. See Chart 3.

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<sup>18</sup> Green Book Attributes:

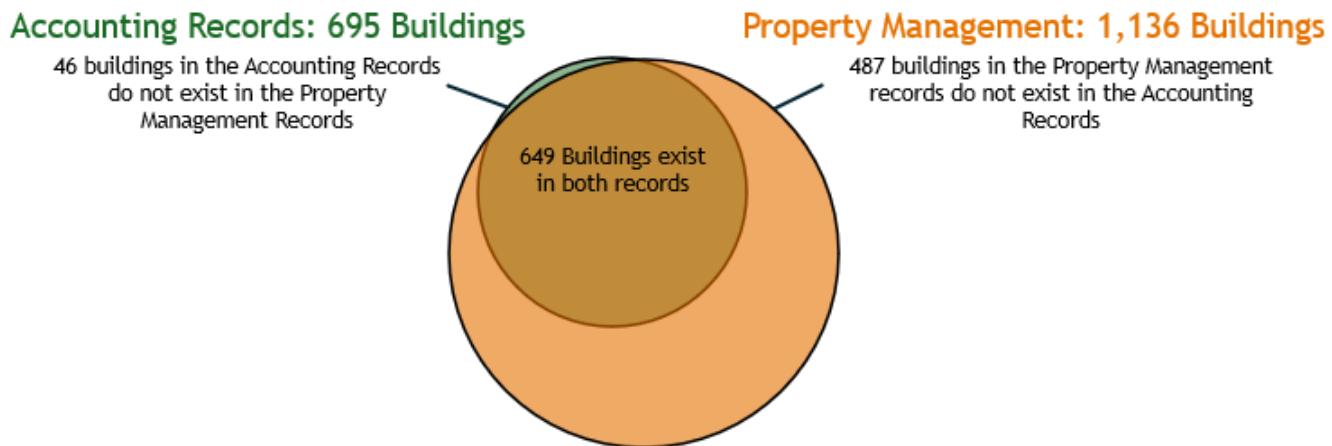
**Relevant Data from Reliable Sources** paragraph 13.04: Management obtains relevant data from reliable internal and external sources in a timely manner... Sources of data can be operational, financial, or compliance related. Management obtains data on a timely basis so that they can be used for effective monitoring.

**Communication throughout the Entity** paragraph 14.03: Management communicates quality information down and across reporting lines to enable personnel to perform key roles in achieving objectives, addressing risks, and supporting the internal control system.

**Internal Control System Monitoring** paragraph 16.05: Management performs ongoing monitoring of the design and operating effectiveness of the internal control system... Ongoing monitoring includes regular management and supervisory activities, comparisons, reconciliations, and other routine actions.

<sup>19</sup> The initial acquisition and subsequent modification of an individual building may be recorded under multiple SAP asset numbers in the accounting records. Audit performed the comparison on the individual building level to avoid double-counting of matches in the building accounting records. Audit also excluded from the comparison 143 buildings in the accounting records that lacked a building ID, which was used to match buildings to the Property Management and Risk Management records.

### Chart 3: Comparison of Building Assets listed in the Accounting Records to Building Assets listed in Property Management Records



Note: This chart is for illustration purposes and may not be to scale.

While it is possible that the accounting records intentionally exclude building assets that were acquired below capitalization thresholds, or that some buildings are classified as infrastructure in the accounting records, DAF cannot readily explain the differences identified between their accounting records and Property Management's building asset records.<sup>20,21</sup> This increases the risk that building assets reported on Exhibit W-1 are incomplete or do not exist.

Audit also attempted to compare DAF's accounting records and Property Management's building asset records to insurance records maintained by the Risk Management program for FY 2024. Audit again found differences between the various asset records. See Charts 4 and 5 below.

<sup>20</sup> Chapter 6 of the CDOT Accounting manual states the capitalization threshold for building assets is \$50K. This is consistent with OSC Fiscal Rules and Procedures Manual, Chapter 4: Section 2.4.1 Dollar Thresholds.

<sup>21</sup> Per GASB 34, paragraph 19, ancillary buildings such as rest area facilities can be considered infrastructure assets.

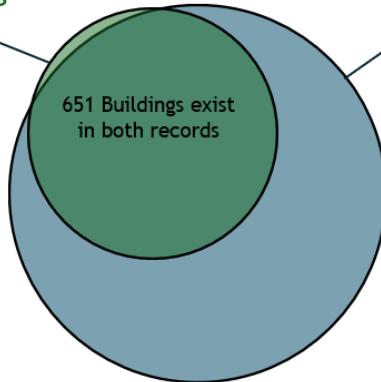
#### Chart 4: Comparison of Building Assets listed in the Accounting Records to Building Assets listed in Risk Management Records

Accounting Records: 695 Buildings

44 buildings in the Accounting Records do not exist in the Risk Management Records

Risk Management: 1,228 Buildings

577 buildings in the Risk Management records do not exist in the Accounting Records



Note: This chart is for illustration purposes and may not be to scale.

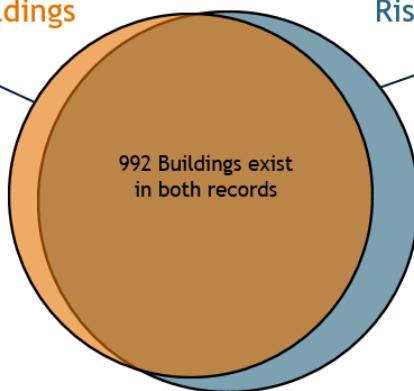
#### Chart 5: Comparison of Building Assets listed in Property Management Records to Building Assets listed in Risk Management Records

Property Management: 1,136 Buildings

144 buildings in the Property Management records do not exist in the Risk Management records

Risk Management: 1,228 Buildings

236 buildings in the Risk Management records do not exist in the Property Management records



Note: This chart is for illustration purposes and may not be to scale.

These inconsistencies indicate that quality capital asset information is not being effectively communicated across various CDOT Divisions and programs and increases the risk that inconsistent or unreliable information is used to make strategic or operational decisions. These risks are applicable to numerous CDOT Divisions and programs due to the significance of capital assets to CDOT's financial statements and operations.

For example, Audit found that Property Management estimated the replacement cost of CDOT's buildings to be about \$1.5 billion in FY 2024. This is about \$1 billion more than the \$500 million of insurance coverage that CDOT Risk Management reported for buildings in FY

2024.<sup>22</sup> Risk Management also stated that they have been aware for several years that building assets are potentially underinsured; however, the inability to match insurance records, property management records, and accounting records has been a roadblock to resolving this issue. In a decision made separate from this audit, the State Office of Risk Management informed CDOT in 2025 that a vendor has been engaged to appraise all state properties. The appraisal process is expected to take multiple years to complete.

Audit also identified CDOT's Geographic Information Systems (GIS) as a potential source of relevant and reliable asset records. This program collects, manages, and publishes data about CDOT's roadway assets, which include land and infrastructure assets reported on Exhibit W-1. While Objective 1.3 of the GIS 2021 strategic plan is to "Work Closely with other CDOT business units to advance data quality assurance processes and data workflows that will increase the currency, accuracy, and completeness of authoritative geospatial datasets," the strategic plan does not include DAF as a business line that GIS currently works with. DAF also stated during interviews that they have never considered reconciliation of accounting records for land or infrastructure to this type of authoritative internal data.

To improve the quality of capital asset information used for financial reporting, Audit recommends that DAF design and implement periodic and annual reconciliation controls to compare asset accounting records to other asset records maintained by CDOT. This may involve coordination with the Data Governance team to determine which existing internal reports or datasets can provide the most relevant and reliable asset information to DAF.

Audit also recommends that DAF, in coordination with Property Management, reconcile and resolve any differences between the population of building assets recorded in SAP accounting records to the building records maintained by Property Management.

Audit additionally suggests that DAF implement a process to record "Memo Assets" in the Fixed Asset Module of SAP to assist with maintaining inventory control over significant assets that do not meet monetary capitalization thresholds. This optional process is further described in the OSC *Fiscal Rules and Procedures Manual* in Chapter 4: Section 2.6 Recording of Capital Assets.

### **3. Construction Project Configuration**

A significant portion of CDOT operations is focused on the construction of roadway infrastructure. Management is responsible for recording and reporting construction costs accurately and in accordance with requirements that vary by funding source (federal, state, local agency, bonds), ownership (state or city), and type of construction project (capital construction or maintenance). CIP activity represents the majority of annual capital asset activity between FY 2020 to FY 2024.

Interviews with Engineers, Business Office Managers, and DAF indicate that management relies on correct project profile configuration of construction projects in SAP to determine which construction costs are capitalizable, which GL accounts can be used to record

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<sup>22</sup> CDOT Risk Management reported an additional \$555 million of insurance coverage for buildings that Audit was unable to compare to replacement costs due to a lack of unique building identifiers that could be matched and/or a lack of replacement cost data. We also note that approximately \$500 million of this additional insurance coverage is related to the Eisenhower, Hanging Lake, and Wolf Creek Tunnels.

construction costs, and how construction engineering and indirect cost allocations are recorded. Responsibility for project creation and project profile configuration in SAP is assigned to a large number of personnel that includes all the various engineers and regional business office personnel, some of whom do not have sufficient training or project knowledge to make correct project profile configuration decisions. Incorrect configuration in SAP during the project creation process can have significant downstream impacts on recording of entries and reporting of construction costs, sometimes resulting in numerous journal entries to correct.

Green Book principles that support accurate recording of construction project costs include Principle 3 *Establish, Structure, Responsibility, and Authority* and Principle 10 *Design Control Activities*.<sup>23</sup>

Audit found that not all construction projects are correctly configured in SAP during the project creation process. Our procedures were performed over a population of 1,491 construction projects that were both opened and closed in SAP between January 2020 and July 2025. Audit found that 432 projects, or about 29 percent of the population, went through the administrative closure process because the project profile field was incorrectly selected in SAP during project creation. The project profile field cannot be changed and has significant downstream impacts on correct recording and reporting of construction costs, so correction of this error requires closure of the existing project and creation of a new project to replace it in SAP. Based on our interviews with DAF, use of the administrative closure process indicates that the initial project profile selected in SAP was incorrect but identified before a budget was assigned or expenditures recorded on the project.<sup>24</sup>

Audit performed additional procedures to determine if the correct project profile was selected for the 1,012 non-maintenance projects, or about 68 percent of the population, that went through the regular close process.<sup>25</sup> The regular closure process has more review and approval steps than the administrative closure process and is typically used when a correctly configured project reaches completion. However, it may also be used when incorrect selection of the project profile field is not identified until after a budget is assigned to the project in SAP. Audit selected a random sample of 150 projects that went through the regular closure process and found that 21 projects, or 14 percent, had the

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<sup>23</sup> Green Book Attributes:

**Assignment of Responsibility and Delegation of Authority** paragraph 3.07: Management considers the overall responsibilities assigned to each unit, determines what key roles are needed to fulfill the assigned responsibilities, and establishes the key roles. Those in key roles can further assign responsibility for internal control to roles below them in the organizational structure but retain ownership for fulfilling the overall responsibilities assigned to the unit.

**Design Appropriate Types of Control Activities** paragraph 10.04: Control activities can be either preventive or detective. The main difference between preventive and detective control activities is the timing of a control activity within an entity's operations. A preventive control activity prevents an entity from failing to achieve an objective or address a risk. A detective control activity discovers when an entity is not achieving an objective or addressing a risk before the entity's operation has concluded and corrects the actions so that the entity achieves the objective or addresses the risk.

<sup>24</sup> Audit validated this understanding by obtaining a list of all expenditures for administratively closed projects and found that only one of the 432 projects had expenditures recorded on the project. The amount was not material (\$16K), and DAF confirmed this should not have been administratively closed.

<sup>25</sup> There were 47 Maintenance projects, or about 3 percent of the total population, excluded from the sample population because maintenance projects use a different budgeting process.

incorrect project profile selected. Of these 21 projects, 14 could have been administratively closed because a budget was never allocated in SAP. The remaining 7 projects had incorrect selection of the project profile that was not identified until budget was approved and allocated in SAP.

While selection of the project profile field is key to correct project configuration and cannot be changed after project creation, there are other fields in SAP that are key to correct project configuration that can be changed after project creation. These include the “Ownership” and “Advertised by” fields in the SAP Project Manager (PM) tab, which need to be reviewed by DAF to check for consistency with other SAP project data and to determine if these changes indicate incorrect selection of the project profile. Changes to the PM Tab are not restricted or tracked in SAP’s workflow history, so in early 2025, DAF implemented an automated notification system to receive an email any time a change is made to the PM Tab. Audit found between implementation of the notification system on April 24, 2025, and August 19, 2025, DAF had to manually review over 500 individual data changes in the PM Tab of SAP. Review of these widespread changes is time consuming because the notification system does not differentiate between updates to fields significant to project configuration (e.g. “Ownership” and “Advertised by”) and other fields (such as the name of the current project engineer). Interviews with DAF indicate that incorrect project configuration is often due to insufficient training of engineering or business office personnel who initiate the project creation process, or due to insufficient or inaccurate knowledge of project specifications (such as funding sources or ownership) at the time of project creation.

To support accurate recording of construction project costs, Audit recommends that management reconsider roles and perhaps centralize some responsibilities in the project creation and adjustment process, and redesign internal controls to more consistently prevent incorrect project configuration in SAP; thus, reduce time spent on detecting and correcting improper project configuration later in the project’s life cycle.

Audit also suggests that management design the future ERP system to automatically track changes to key project data fields and restrict (or route for additional review) any changes to personnel with full knowledge of the downstream accounting impacts.

#### **4. Authorization and Record Keeping Procedures**

Management submits an annual statement to OSC certifying compliance with the Colorado State Department Financial Responsibility and Accountability Act (CRS 24-17-101 et seq.). The certification statement includes a compliance element that states CDOT has “adequate authorization and record-keeping procedures to provide effective accounting control over state assets, liabilities, revenues, and expenditures.”

Green Book Principles that support adequate authorization and record-keeping procedures over capital assets include Principle 4 *Demonstrate Commitment to Competence*, Principle 5

*Enforce Accountability, Principle 12 Implement Control Activities, and Principle 16 Perform Monitoring Activities.*<sup>26</sup>

Audit found that supporting documentation for capital asset transactions was not always available and that DAF could not provide details regarding how the balance of certain CIP assets was determined for reporting purposes on the FY 2024 Exhibit W-1. This indicates that adequate authorization and record-keeping procedures have not been sufficiently designed and implemented over capital assets and that management may not be compliant with the Financial Responsibility and Accountability Act.

For example, current policies and procedures require that all vehicle and equipment transactions are supported by submission of the “Inventory Changes” Form 130 to DAF. In FY 2024 there were 583 additions, deletions, or modifications of vehicle and equipment assets that should each have an associated Form 130. Audit selected a random sample of 150 transactions from this population and found that DAF could not provide the required Form 130 in 101 instances. Interviews with DAF indicate that the FA accountant is responsible for ensuring that a Form 130 is complete before an asset transaction can be recorded but also acknowledged that this policy has not been consistently applied by the FA accountant or enforced by DAF supervisors in the past. Management has already implemented changes to improve compliance with submission and retention of the Form 130 by transitioning from email submission of the form to completion of the form in OnBase®.

Audit also found that DAF does not have sufficient understanding or documentation of the process to settle project costs to general ledger accounts for CIP assets (GL Accounts 1188731001 and 1188731000). Construction costs are initially recorded in SAP when certain GL accounts, functional areas, and/or material codes are used to purchase goods and services or to submit timesheets. These costs are associated with an SAP project number, and it is the responsibility of DAF to use the SAP Project Settlement Process to settle (record) these costs to the CIP general ledger accounts. The official SAP Help Portal states that the settlement process can be very time consuming if the project structure is complex, but it also provides recommendations to assist with configuring project settlement rules and

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<sup>26</sup> Green Book Attributes:

**Expectations of Competence** paragraph 4.04: Personnel need to possess and maintain a level of competence that allows them to accomplish their assigned responsibilities, as well as understand the importance of effective internal control... Management acts as necessary to address any deviations from the established policies.

**Recruitment, Development, and Retention of Individuals** paragraph 4.05: Management recruits, develops, and retains competent personnel to achieve the entity’s objectives.

**Enforcement of Accountability** paragraph 5.02: Management enforces accountability of individuals performing their internal control responsibilities.

**Documentation of Responsibilities through Policies** paragraph 12.04: Those in key roles for the unit may further define policies through day-to-day procedures, depending on the rate of change in the operating environment and complexity of the operational process. Procedures may include the timing of when a control activity occurs and any follow-up corrective actions to be performed by competent personnel if deficiencies are identified.

**Internal Control System Monitoring** paragraph 16.05: Management performs ongoing monitoring of the design and operating effectiveness of the internal control system... Ongoing monitoring includes regular management and supervisory activities, comparisons, reconciliations, and other routine actions.

for running data consistency checks.<sup>27</sup> During interviews DAF expressed that the settlement process was difficult and time consuming, and that many settlement errors must be investigated and resolved during the process. However, DAF was unable to provide any support when asked for documentation for a list of the settlement errors identified and resolved when settling (recording) costs to the CIP general ledger accounts in FY 2024.

Audit also found that DAF lacks sufficient understanding and documentation of the process to prepare the Assets Under Construction rollforward (AUC Rollforward)<sup>28</sup>, which is used to support the balance of CIP assets reported on Exhibit W-1. For example, in the FY 2024 AUC Rollforward there are three project numbers that appear twice: once as an active construction project with a positive ending balance in the rollforward, and once as a completed asset with no ending balance in the roll forward. There are also 11 manual adjustments in the rollforward that have gross and net accounting impacts of \$196 million and \$123 million, respectively. DAF could not provide an answer when asked by Audit why there are duplicate assets in the rollforward, or for an explanation of why significant manual adjustments were recorded. In addition, DAF could not explain why the \$1.3 billion balance of construction assets listed in the AUC Rollforward and reported on Exhibit W-1 was about \$305 million less than the \$1.6 billion balance of construction expenditures for open Projects reported by CDOT's Business Technology Branch for the same period.

Both the settlement process and preparation of the AUC rollforward are the responsibility of the FA accountant, whose work should have been reviewed and understood by DAF supervisors as part of regular monitoring processes. The long-term FA accountant left CDOT in late 2024, as did his supervisor within the following six months. Interviews with DAF supervisors indicate there was historically little oversight of their work. This is corroborated by DAF's inability to explain the settlement process or preparation of the AUC rollforward and indicates insufficient supervision and monitoring of the FA accountant's role. In addition, interviews with DAF indicate the lack of detailed procedure instructions has made training a new FA accountant difficult; this difficulty is compounded by the lack of knowledge DAF supervisors have about the work performed by the previous FA accountant.

Audit recommends that DAF reassess what level of record-keeping detail is adequate to support effective accounting control over capital assets, update minimum documentation requirements, and enforce record-keeping policies accordingly.

Audit also recommends that DAF design and implement monitoring and review controls to ensure that capital asset transactions are properly authorized and recorded.

## **Storeroom Inventory**

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Overall, Audit found that storeroom inventory processes are working as intended. For example, inventory discrepancies reported during the annual Storeroom count were minimal. In FY 2024, the net dollar value of count discrepancies was less than \$4 thousand on a total inventory balance of about \$14 million. Additionally, the historic trend of annual

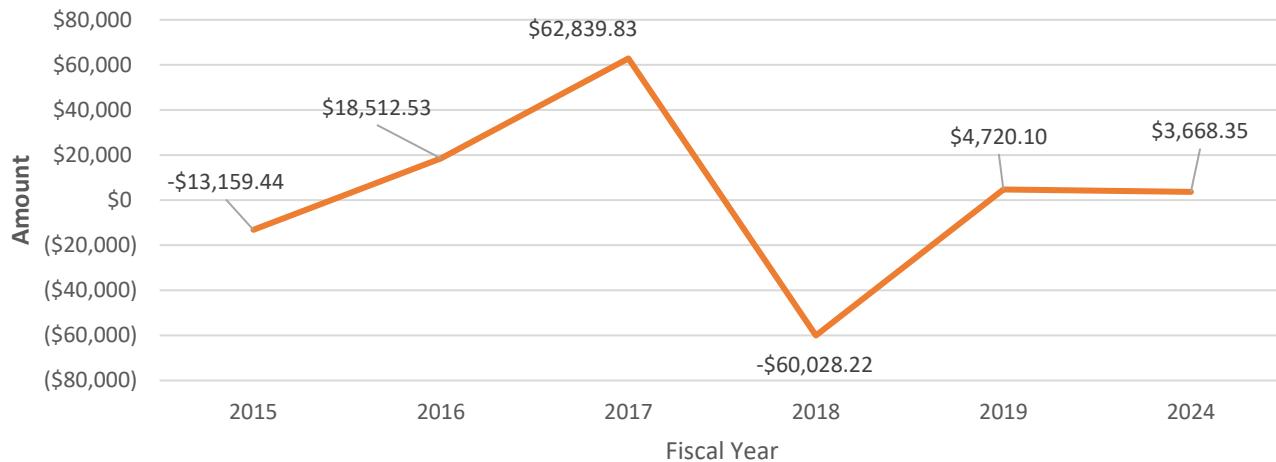
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<sup>27</sup> A description of the SAP Project Settlement Process is available on the SAP Help Portal at: [https://help.sap.com/docs/SAP\\_ERP/af00d39e5df1457d89e9e619c6b60196/f291d353c6244308e1000000a174cb4.html?version=6.18.latest&q=project+settlement](https://help.sap.com/docs/SAP_ERP/af00d39e5df1457d89e9e619c6b60196/f291d353c6244308e1000000a174cb4.html?version=6.18.latest&q=project+settlement)

<sup>28</sup> Construction in progress (CIP) is also known as Assets under construction (AUC).

net inventory discrepancies was less than \$100K, or less than 1 percent of total storeroom inventory, in every year between FY 2015 and FY 2020.<sup>29</sup> See Chart 6 below.

**Chart 6: Net Storeroom Inventory Count Discrepancies**  
**Actual dollars, FY 2015-2019 to FY 2024**



Audit also found that internal control deficiencies identified in a prior Audit Division Report have been addressed.<sup>30</sup> For example, the prior audit identified deficiencies in relation to inconsistencies with the issuance of inventory, a lack of documented procedures, and lack of an approval process. Based on our storeroom observations and analysis of storeroom activities, we found that inventory issuance procedures were fairly consistent among storerooms through the use of a reservation system. Controls have been established for the receipt of goods and segregation of duties between staff ordering and receiving inventory. In addition, a Storeroom Manual and web-based training were developed after the issuance of the audit report to assist with consistency and documentation requirements.

However, Audit identified two obstacles that are preventing the Storeroom process from becoming more efficient and effective: 1) manually intensive operations, and 2) insufficient training.

## 5. Manually Intensive Operations

Regular storeroom operations (including receiving, issuing and regular inventorying of stock) are manually intensive processes that require a significant amount of time for data entry and record keeping. We also found that conducting the annual inventory count can require several additional CDOT staff from outside the storeroom to complete. For example, the FY 2025 Grand Junction inventory count required two regular storeroom staff plus an additional 10 staff to complete (2 staff for data entry and 8 staff to conduct the count). These additional staff may not be familiar with the storeroom or the process of inventory counting,

<sup>29</sup> Storeroom inventories were not conducted from FY 2020 through FY 2023 due to the COVID-19 pandemic.

<sup>30</sup> Patrol Inventory Performance Audit (Audit Report #16-001) released by CDOT Audit Review Committee on June 22, 2016). This audit was limited to Region 1.

thereby increasing the risk of count inaccuracies and the need for recounts, and contributing to inefficiencies in the annual count process.

Barcode scanners could make these processes more efficient by automatically recording data to SAP when inventory is received, issued, and/or inventoried, reducing the time needed for manual data entry and record keeping. The use of scanners may also improve the accuracy of storeroom activities by reducing how often incorrect material numbers or quantities are recorded to SAP, thereby reducing the number of discrepancies that need to be resolved during an inventory count.

CDOT attempted to deploy scanners to storerooms in 2020 during the COVID pandemic, but implementation was unsuccessful due to numerous issues including poor WIFI connectivity, lack of training, and no established implementation team or project champion. Staff also commented on our storeroom survey that scanner functionality was limited, and the technology did not properly interface with SAP. Some respondents also stated that the scanners were already obsolete by the time they were issued to the storerooms.

Scanning technology and functionality have improved from five years ago and implementation of barcodes scanners may now be more successful. The likelihood of successful implementation can be enhanced through pilot testing, establishment of a project champion, and thoughtful selection of a scanner that has functionalities to meet specific storeroom needs. Results from our survey found that most respondents were open to the use of scanners providing they operate properly.

## 6. Training

Based on onsite interviews as well as our survey, Audit found that opportunities exist to improve both training and communication of best practices. While the Office of Employee Development does provide training and guidance on the use of the Materials Requirement Planning (MRP) module of SAP, many staff were not familiar with or did not use this online training site.<sup>31</sup> Furthermore, our survey found that 8 out of 16 respondents would desire more hands-on and in-person annual training. Onsite interviews during storeroom observations corroborated this finding.

Interviews and survey respondents also stated there has not been any formal in-person training for about five years. Training is limited to material located on CDOT's training website and to on-the-job training and guidance received from other storeroom staff. In person training may allow the exchange of ideas and best practices that could further improve the process. The storeroom manual could also be updated to include information on the CDOT training website.

## Management's Actions

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One improvement was already initiated by management prior to this audit, which was:

- An email notification system was put into place that alerts appropriate DAF personnel when there are changes to project configuration in SAP that must be reviewed.

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<sup>31</sup> This training is located at <https://sites.google.com/state.co.us/learninglane/training-programs/cdot-business-process-training/procurement-training>

Additionally, the State Office of Risk Management informed CDOT in mid-2025 that a vendor has been engaged to appraise all state properties for the purpose of obtaining sufficient insurance coverage.

Management also began to take other corrective actions during the audit that will or have already resulted in process improvements. For example:

- A more qualified and experienced FA Manager was hired by DAF in the fall of 2025.
- An additional FA accounting position was created to provide additional support for fixed asset processes.
- An SAP consultant was hired in October 2025 to provide additional support for fixed asset processes and SAP configuration.
- DAF has initiated cross-training of multiple staff on fixed asset processes, controls, and reports.
- Form 130, Inventory Changes, has been moved to OnBase®, where it is completed electronically rather than emailed to the FA accountant.

## Recommendations and Suggestions

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Audit makes the following recommendations to resolve the deficiencies identified in capital asset and storeroom inventory processes:

1. Update annual inventory count controls to better ensure that all capital assets are included in the annual count:
  - a) Provide more detailed instructions to field staff performing the asset counts.
  - b) Document how the FA accountant resolves each addition, deletion, or transfer reported by field staff.
  - c) Ensure supervisory review and approval of all adjustments to CDOT's financial accounting records proposed by the FA accountant.
  - d) Improve count sheet design. Suggested improvements include:
    - a. Print count sheets and reflect the prior fiscal year end balance as the count's sheet opening balance rather than an account balance during the fiscal year.
    - b. Add a box for field staff to document the actual count date.
    - c. Add a response option for "No Changes" to help validate that all items on the count sheet were actually counted by field staff.
    - d. Obtain a response for all assets, including related sub-asset numbers.
    - e. Use control totals to help track the total number of assets counted.
2. Design and implement periodic and annual reconciliation controls to compare asset accounting records to other asset records maintained by CDOT. This may involve coordination with the Data Governance team to determine which existing internal reports or datasets can provide the most relevant and reliable asset information to DAF.
3. Reconcile and resolve any differences between the population of building assets in the SAP accounting records to building records maintained by Property Management.
4. Reconsider roles and perhaps centralize some responsibilities in the project creation and adjustment process and redesign internal controls to more consistently prevent

incorrect project configuration in SAP; thus, reduce time spent on detecting and correcting incorrect project configuration later in the project's life cycle.

5. Reassess what level of record-keeping detail is adequate to support effective accounting control over capital assets and update minimum documentation requirements and record-keeping policies accordingly.
6. Design and implement monitoring and review controls to ensure that capital asset transactions are properly authorized and recorded.

Suggestions:

Management should consider:

1. Implementing a process to record "Memo Assets" in the Fixed Asset Module of SAP to assist with maintaining inventory control over significant assets that do not meet monetary capitalization thresholds. This process is further described in the Fiscal Rules and Procedures Manual in Chapter 4: Section 2.6 Recording of Capital Assets.
2. Designing the future ERP system to automatically track changes to key project data fields and restrict (or route for additional review) any changes to personnel with full knowledge of the downstream accounting impacts.
3. The use of barcode scanners for storeroom activities such as receiving, issuing and inventorying of stock.
4. Annual, in-person training on storeroom procedures and SAP reports.

## **Management's Comments**

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Below are the written comments received from the CFO.

Management appreciates the work of the Audit Division and agrees with the recommendations outlined in the audit report.

The Division of Accounting and Finance (DAF) was supportive of an audit of fixed assets and inventory, recognizing both the potential for risk, known gap areas, as well as the planned retirement of the long-tenured (16 years) Fixed Asset (FA) accountant in December 2024. It was not anticipated that the FA accountant's Supervisor would also depart during the period the audit was conducted. These two departures make the audit more timely, but also made responding to the audit significantly more challenging. Accounting leadership was not able to answer all fixed asset process questions, and the departure of the relevant subject matter experts helped to illustrate gaps in both process and transactional documentation.

While management and accounting leadership agree with the need for enhanced controls with respect to fixed asset processes, the gaps in process and transactional documentation are not themselves indication that controls did not exist throughout the process. The fixed asset area has not had any control findings from internal or external audits for several years. The annual external audit includes a thorough review of additions, deletions and transfers as well as Construction in Progress (CIP) and roll-forward activity reported through exhibits to the state each year.

As noted in the report, DAF initiated improvements both before and during the period of the audit. This has included:

- Hiring an experienced Fixed Asset Manager with over twenty-seven years of accounting experience and twenty-four years of fixed asset experience in Colorado state government in the fall of 2025;
- Adding an additional accounting position focused on fixed asset processes to create additional capacity and redundancy;
- Hiring an SAP consultant with experience with fixed asset processes to support configuration, process improvement and training;
- Undertaking training efforts for new fixed asset staff and accounting leadership, and providing cross-training of other accounting staff for redundancy and backup;
- Transitioning the Form 130 Inventory Changes to an electronic OnBase® form;
- Implementing SAP Project Configuration Alerts providing email notification alerting appropriate DAF personnel about changes to project configurations in SAP that require review.

Additional follow-up to this audit and improvements to fixed asset processes will be a key focus area for the Division over the next year. This will include implementing improvements to inventory count processes; establishing new annual reconciliation processes for asset records maintained by different Divisions and reconciling current records; and instituting improvements to the project creation and adjustment process. This will also include assessing current documentation requirements and processes; ensuring process documentation is current and adequate and updating where necessary; and ensuring adequate supervisory review of processes are in place.

#### **Target Completion Dates and Contacts:**

<b>Recommendation Number</b>	<b>Target Completion Date</b>	<b>Name of Specific Point of Contact for Implementation of Recommendation</b>
1.	12/15/2026	Amanda Silk, Director, Center for Accounting
2.	09/30/2027	Amanda Silk, Director, Center for Accounting
3.	12/15/2026	Amanda Silk, Director, Center for Accounting
4.	6/30/2027	Amanda Silk, Director, Center for Accounting, (Subject Matter Expert - Padmaja Gaonkar)
5.	12/15/2026	Amanda Silk, Director, Center for Accounting
6.	12/15/2026	Amanda Silk, Director, Center for Accounting

#### **Audit's Evaluation of Management's Comments**

The Audit Division considers management's comments responsive to the recommendations and corrective actions should resolve the issues identified in this report.

## Appendix A - Description of Non-Significant Asset Classes

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A short description of the nature of non-significant asset classes (Land, Land and Leasehold Improvements, and Software) is provided below.<sup>32</sup>

**Land:** Represents real property, excluding the value of any constructed assets on the property and excluding right-of-way property (which is classified above as non-depreciable infrastructure). The Property Management program is responsible for management of land assets, including acquisitions, development, and disposals.

Annual activity between FY 2020 to FY 2024 is limited, with addition, adjustment and disposal activity under \$1 million per year. The ending FY 2024 balance of land assets is about \$23 million, or less than 1 percent of the balance of total gross capital assets for the period.

**Leasehold and Land Improvements:** Represents long-term improvements (other than buildings) to real property that are intended to make the property more useful. These assets also fall under the responsibility of the Property Management program. There is no annual activity in this asset class between FY 2020 to FY 2024, and the gross balance in every period is \$172K (well below 1 percent of total gross capital assets).

**Software:** Represents intangible assets that are not considered subscriptions or leases under GASB 96 *Subscription-based information technology arrangements* or RTUs under GASB 87 *Leases*. Most software is purchased and does not require extensive customization to implement. All software acquisitions are managed through CDOT's IT Services team; this team is currently implementing new processes to better track upcoming software sunset dates and to identify currently obsolete software. The only software account activity between FY2020 to FY2024 was a \$48K addition in FY 2023, and the ending balance in FY 2024 of \$48 million is well below 1 percent of total gross capital assets.

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<sup>32</sup> Asset classes that represent more than 1% of the total gross asset balance on the FY24 Exhibit W-1.



**C O L O R A D O**  
Department of Local Affairs  
Division of Local Government

# 2025 Regional Transportation Authorities Annual Report

## **Report to the State Auditor and Transportation Commission**

December 16, 2025

Pursuant to C.R.S. 43-4-614 (3)(a), the following annual report is submitted for regional transportation authorities. In 2025, there were no new regional transportation authorities formed.

Existing authorities are summarily updated based on records of the Division of Local Government. The seven Regional Transportation Authorities for which the Division of Local Government has issued a Certificate of Organization are:

## **Roaring Fork Transportation Authority**

The Roaring Fork Transportation Authority formed in 2000. The member local governments are Eagle County, Pitkin County, the City of Aspen, the Town of Carbondale, the City of Glenwood Springs, the Town of Basalt, the Town of Snow Mass Village, and the Town of New Castle. The Authority levies a property tax of 2.650 mills. The boundaries of the Authority have not changed since the Division's last annual report. A copy of the Authority's adopted 2025 budget is on file with the Division.

## **Gunnison Valley Transportation Authority**

The Gunnison Valley Transportation Authority formed in 2002. The member local governments are Gunnison County, the City of Gunnison, the Town of Crested Butte, and the Town of Mt. Crested Butte. The boundaries of the Authority have not changed since the Division's last annual report. A copy of the Authority's adopted 2025 budget is included in the Gunnison County budget which is on file with the Division.

## **Pikes Peak Rural Transportation Authority**

The Pikes Peak Rural Transportation Authority formed in 2004. The member local governments are El Paso County, the City of Colorado Springs, the City of Manitou Springs, the Town of Green Mountain Falls, the Town of Calhan, and the Town of Ramah. The boundaries of the Authority have not changed since the Division's last

annual report. A copy of the Authority's adopted 2025 budget is on file with the Division.

## South Platte Valley Regional Transportation Authority

The South Platte Valley Regional Authority formed in 2007. The member local governments are Logan County and the City of Sterling. The boundaries of the Authority have not changed since the Division's last annual report. A copy of the Authority's adopted 2025 budget is on file with the Division.

## San Miguel Authority for Regional Transportation

The San Miguel Authority for Regional Transportation formed in 2016. The member local governments are San Miguel County, the Town of Telluride, the Town of Mountain Village, and the Town of Rico. The Authority levies a property tax of 2.086 mills. The boundaries of the Authority have not changed since the Division's last annual report. A copy of the Authority's adopted 2025 budget is on file with the Division.

## Aerotropolis Regional Transportation Authority

The Aerotropolis Regional Transportation Authority formed in 2018. The member local governments are Adams County, the City of Aurora, and Aerotropolis Area Coordinating Metropolitan District. The Authority levies a property tax of 5.000 mills. The boundaries of the Authority have not changed since the Division's last annual report. A copy of the Authority's adopted 2025 budget is on file with the Division.

## Eagle Valley Transportation Authority

The Eagle Valley Transportation Authority formed in 2022. The member local governments are Eagle County, the Town of Avon, the Town of Eagle, the Town of Gypsum, the Town of Minturn, the Town of Red Cliff, the Town of Vail, and Beaver Creek Metropolitan District. The boundaries of the Authority have not changed since the Division's last annual report. A copy of the Authority's adopted 2025 budget is on file with the Division.

All referenced Authorities' budget information and formation documents are available on the Division's website at [https://dola.colorado.gov/dlg\\_lgis\\_ui\\_pu/](https://dola.colorado.gov/dlg_lgis_ui_pu/) by looking up each particular authority within the inventory of local governments.



**COLORADO**  
**Department of Transportation**  
Clean Transit Enterprise

# Clean Transit Enterprise (CTE)

## 2025 Annual Report

Pursuant to C.R.S. § 43-4-1203 (10)(a)(IV)  
Reporting Period encompasses January 1 - December 31, 2025

## Background

In 2021, Colorado Senate Bill 21-260 (SB 21-260) established the Clean Transit Enterprise (CTE) within the Colorado Department of Transportation (CDOT) to “reduce and mitigate the adverse environmental and health impacts of air pollution and greenhouse gas emissions produced by motor vehicles used to make retail deliveries by supporting the replacement of existing gasoline and diesel transit vehicles with electric motor vehicles, including motor vehicles that originally were powered exclusively by internal combustion engines but have been converted into electric motor vehicles; providing the associated charging infrastructure for electric transit fleet motor vehicles; supporting facility modifications that allow for the safe operation and maintenance of electric transit motor vehicles; and funding planning studies that enable transit agencies to plan for transit vehicle electrification” (CRS 43-4-1203). The Enterprise imposes a Clean Transit Retail Delivery Fee to fund its operations and has the power to issue grants, loans and rebates to support the electrification of public transit in Colorado.

Public transit electrification projects funded by the CTE Clean Transit Retail Delivery Fee will help the state reach its targets of 1,000 transit zero-emission vehicles (ZEVs) on Colorado roads by 2030 and a 100% zero-emission transit fleet by 2050. These targets were established by the 2020 Colorado EV Plan, further elaborated on in the 2021 Colorado Transit Zero-Emission Vehicle Roadmap, and recommitted to in the 2023 Colorado EV Plan. These targets apply to rubber-tired and conventionally fueled transit buses, cutaways, vans, minivans and automobiles. They do not apply to commuter rail, light rail or gondola systems, as these modes are frequently powered by electricity already.

In 2024, SB24-230 added an additional business purpose to CTE to include, “investing in public transit, including vehicles, infrastructure, equipment, materials, supplies, maintenance, and operations and staffing, to achieve the level of frequent, convenient, and reliable transit that is known to increase ridership by replacing car trips with bus and rail trips and forms of transit known to support denser land use patterns that further reduce pollution due to shorter trip lengths and greater walking and cycling mode share.” (CRS 43-4-1203). Accordingly, the legislation established an Oil & Gas Production Fee to be paid quarterly by every producer of oil and gas in the state to fund three programs:

- **Local Transit Operations Formula Grant Program** (70% of proceeds) – supports the expansion of transit services across the state through funding for transit operations and fleet expansion.
- **Rail Funding Program** (20% of proceeds) – provides investment in passenger rail initiatives.
- **Local Transit Grant Competitive Program** (10% of proceeds) – provides funding to incentivize the creation of Regional Transit Authorities and help fund multimodal facilities.

The CTE began standing up the Operations Formula Program in January 2025 and has made significant progress in the last 12 months by defining program eligibility, establishing the formula for allocating funding to eligible entities, releasing a Notice of Funding Availability (NOFA) and making several grants awards. The CTE began implementing the Rail Funding Program in 2025 through participation on the Joint Service Executive Operating Committee (JSEOC), the entity guiding development of the Northwest Passenger Rail Corridor. The CTE Board approved a resolution committing the CTE to provide funding support for the initiative in July 2025. In 2026, CTE will explore ways the Rail Funding Program can also support Fast Tracks completion initiatives and will begin standing up the Local Grants Competitive Program.

Funding provided by the Oil and Gas Production Fees for the three CTE programs will accelerate Colorado towards its goals related to expanded transit and passenger rail service, increased transit frequency, and improved system-wide transit and passenger rail network connectivity. Furthermore, the CTE supports the goals of maximizing transit ridership, decreasing vehicle miles traveled and reducing greenhouse gas emissions and air pollutants. The CTE will prioritize transit service and passenger rail improvements in communities with high transit propensity such as low income communities, communities of color, communities with high density populations, communities with zoning and other local policies that support higher density along transit lines, communities with low vehicle ownership rates, the disability community, seniors and other populations that use transit more frequently than the general population.

To ensure transparency and accountability of the CTE, the CTE Board approved a [10 Year Plan](#) for the Clean Transit Retail Delivery Fee's business purpose at its May 25, 2022, meeting, which is posted on the CTE's Website. No changes to the existing CTE 10-Year Plan were made in 2025. The CTE does expect to develop a plan update in 2026 to address the new business purposes established by SB24-230. The CTE is also required to maintain and regularly update a [public accountability dashboard](#), which launched in 2024 on the CTE's Website. This dashboard will also be updated in 2026.

## Board of Directors

All of the powers of the CTE, as described in Section 43-4-1203, et seq., C.R.S., and as otherwise provided by law, are vested in the CTE Board. The CTE Board manages the business and affairs of the Enterprise and consists of nine members determined pursuant to the composition and qualifications outlined in Section 43-4-1203(2)(a)(I), C.R.S.

All non-agency Board members received the approval of the Senate Transportation and Energy Committee on March 15, 2022, and confirmation from the Colorado Senate on March 21, 2022. The remaining three members were designated by the heads of the state agencies: CDOT, the Colorado Department of Public Health and Environment (CDPHE) and the Colorado Energy

Office (CEO). In January 2025, Bonnie Trowbridge completed her board term and was replaced by Kathleen Bracke. In June 2025, Mark Garcia completed his term on the Colorado Transportation Commission and, accordingly, left the CTE Board.

For terms expiring 9/28/2025 (Note: these individuals are continuing to serve as board members as we await the Governor's Boards and Commissions Office to make new appointments).

- Vacant : Member of the Transportation Commission and having statewide transportation expertise.
- Cris Jones (Boulder): Member representing an urban area and having transit expertise.
- David Averill (Telluride): Member representing a rural area and having transit expertise.

For terms expiring 9/28/2028

- Matt Frommer (Denver): Member with expertise in zero-emissions transportation, motor vehicle fleets or utilities.
- Kathleen Bracke (Fort Collins): Member representing a public advocacy group that has transit or comprehensive transit expertise.
- Dawn Block (La Junta): Member representing a transportation-focused organization that services an environmental justice community.

#### State Agency Appointments

- Shoshana Lew: Colorado Department of Transportation Executive Director.
- Kelly Lynn: Colorado Energy Office designee.
- Richard Coffin: Colorado Department of Public Health and Environment designee.

## Articles of Organization and Bylaws

The CTE's Articles of Organization and Bylaws were approved by the board on February 22, 2022. The Articles of Organization covers the name, authority, purpose, TABOR exemption, enterprise board, officers, powers, revenues, expenditures and process for amendments to the Articles of Organization. The Bylaws cover the board composition, duties and responsibilities, meetings of the board, open meetings, open records, officers and staff, fiscal year, budget, amendment process and other miscellaneous provisions. No modification of the existing CTE Articles of Organization or Bylaws occurred in 2024.

## Board Officers

The CTE Board, using the directions provided in the Bylaws and Articles of Organization, elected Cris Jones as Board Chair at the January 28, 2025, board meeting and David Averill as Vice-Chair at the February 20, 2024, board meeting. Also, the board approved Craig Secrest, CTE Director, as the CTE Program Administrator at the January 28, 2025, board meeting and approved Deseri Scott, program assistant in CDOT's Office of Innovative Mobility, as the CTE

Board Secretary at the July 13, 2022, board meeting. Ms. Scott continued in this capacity through 2025.

## Calendar Year 2025 Accomplishments

Over the course of 2025, the CTE continued to implement its zero emission transit programs through administering planning and capital grants awarded in 2024, completing a second round of planning grant awards and releasing a NOFA for a second round of transit zero emission capital project grants to be awarded in early 2026. The CTE also made significant progress standing up the new programs created by SB24-230. This includes developing a formula and conducting a NOFA for the Local Transit Operations Formula Grant Program (the SB230 Formula Program) and passing a CTE Board resolution committing to support the Northwest Passenger Rail initiative through the Rail Funding Program.

## Clean Transit Retail Delivery Fee Inflationary Adjustments

SB 21-260 established several new fees on the delivery of items that are subject to the state sales tax, including the retail delivery fee, a portion of which funds the activities of the CTE. CRS 43-4-1203 (6)(g) required the CTE to conduct a rulemaking in accordance with the Administrative Procedures Act “to promulgate rules to set the amount of the clean transit retail delivery fee at or below the maximum amount authorized in this section and to govern the process by which the enterprise accepts applications for, awards, and oversees grants, loans and rebates...”. CRS 43-4-1203 (7)(b) initially set the rate at \$0.03 per delivery, which is the maximum amount established by SB 21-260, although the fee may be adjusted for inflation in future years, which the CTE Board has done twice in prior years .

On February 25, 2025, the CTE Board approved an inflationary adjustment from \$0.0322 to \$0.033 for FY25, beginning on July 1, 2025. The CTE Board will work with CDOT, the Colorado Department of Revenue (DOR) and other subject matter experts on whether further inflationary adjustments to the fee are merited for FY 26-27.

## Zero Emission Transit Grant Program Awards

The CTE released a NOFA for a second round of ZEV planning grants in December of 2024 with applications due by February 7th, 2025. CTE received a total of four submissions. Based on review and recommendations of these applications by CTE staff, the CTE Board awarded full requested funding for all four grant applications. These are described in the “CTE Round 2 ZEV Planning Grant Awards” table below. Contracting is currently in progress for these grants.

## CTE Round 2 ZEV Planning Grant Awards

Applicant Name	Project Title	Request	Award Amount
City & County of Denver	Denver Connector Electric Vehicle Transition Plan	\$40,000	\$40,000
City of Durango	Durango ZEV Transition Plan for Transit	\$40,489	\$40,489
Mesa County RTPO	Grand Valley Transit Zero-Emission Vehicle Transition Study	\$90,000	\$90,000
Town of Mountain Village	Mountain Village Zero Emission Vehicle (ZEV) Transition Plan	\$35,847	\$35,847

Between January and September of 2025, CTE staff held several conversations with the CTE Board to discuss the scoping, timeline and target budget for a second round of CTE ZEV Capital Grants. Based on these discussions, the CTE established a targeted award budget of \$15 - \$20 million and changed the grant incentive level for vehicle awards to 80% of the total project, rather than 100% of the incremental cost of the project. Additionally, the CTE revised the approach it will use to calculate the GHG emissions reduction benefits of proposed projects during the application review stage.

The CTE released a NOFA for the second round of CTE ZEV Capital Grants on September 29th 2025, with a submission deadline of December 5th, 2025. Prior to the release, staff worked to promote the upcoming grant opportunity to transit agencies through the regular transit monthly meeting, the Fall CASTA conference, the Colorado Electric Vehicle Coalition (CEVC) transit subgroup meeting and various other channels. The CTE anticipates reviewing and scoring applications in early 2026, with the goal of recommending awards to the CTE Board in March or April of 2026.

CTE and CDOT staff also worked throughout 2025 to administer grants awarded in prior years. As of the writing of this report, all four of the round one ZEV planning grant awards and 10 of the 11 round one ZEV capital grant awards now have fully executed contracts. The remaining capital grant award is currently on hold at the request of the applicant. The "CTE Prior ZEV Grant Awards Status" table below provides a summary of these prior grant awards.

### CTE Prior ZEV Grant Awards Status

Agency/Entity	Project Title	Funding Award	Award Year	Grant Status
Via Mobility Services	Renewable Energy Microgrid Project	\$1,500,000	FY25	Under Contract
Town of Avon	2024 EV Charging Equipment	\$384,000	FY25	Under Contract
Larandon Hall Society for Exceptional Children and Adults	Van Replacement	\$238,484	FY25	Vehicle Purchase Competed
Roaring Fork Transportation Authority (RFTA)	Replace 10 Diesel Buses with Battery Electric Buses (BEBs)	\$5,460,000	FY25	Under Contract
Developmental Disabilities Resource Center (DDRC)	Vehicle Replacements	\$150,000	FY25	Under Contract
Town of Breckenridge	VW Funds Gap Request	\$2,943,112	FY25	Under Contract
Town of Telluride	Bus Replacement	\$164,507	FY25	Under Contract
Town of Winter Park	Electric Bus Purchase	\$966,420	FY25	Under Contract
Town of Avon	2024 2 BEV Buses	\$1,714,706	FY25	Under Contract
City of Fort Collins	Bus Replacements	\$882,945	FY25	On hold at request
City of Boulder	Battery Electric Buses	\$595,826	FY25	Under Contract
City of Pueblo	Fleet Transition Plan	\$99,000	FY24	Under Contract
Larandon Hall	Electrification Plan	\$90,000	FY24	Under Contract
Mountain Valley Transit	ZEV Transition Plan	\$40,500	FY24	Under Contract
Via Mobility	Fleet Transition Plan	\$67,500	FY24	Under Contract

## SB24-230 Formula Program Implementation

The SB24-230 Formula Program provides a significant level of annual funding to support the expansion of transit services throughout the state. For FY26, the allocation of Oil & Gas Production fees to the program is estimated at about \$38 million. In FY27 and beyond, this amount is expected to grow to \$70 million - \$80 million annually. Since the start of 2025, CTE staff and the CTE Board have been working to stand up the new program, which has included the following activities and board decisions:

- Conducted significant outreach with transit entities throughout the state to provide information about the program and get input to inform program development.
- Established eligibility considerations for the program including the requirement that entities must provide open door transit services (i.e., no restrictions on who can use the service) and show that they have a viable plan for providing increased and sustainable service with the program funding.
- Defined eligible uses of program funding such as covering the cost of operations and the purchase of new transit vehicles associated with providing new transit services.
- Developed a program funding allocation formula and associated data to apply the six factors required by the statute: ridership, vehicle revenue miles, population, population density, local zoning and disproportionately impacted community population. The CTE Board approved a formula approach for FY26 at their May 12, 2025, board meeting.
- Developed and conducted a NOFA to solicit participation in the program. This was released on July 17, 2025, and closed on September 19, 2025.

Since August 2025, CTE staff has been reviewing Formula Program NOFA responses to assess their compliance with the program's requirements and make recommendations for grant approvals to the CTE Board. As of the writing of this report, the CTE Board has made 15 program grant awards and expects that several additional awards will be made in December 2025 and into the first half of 2026, to include an FY26 allocation to RTD. The "SB230 Formula Program FY26 Awards to Date" table provides additional information.

### SB230 Formula Program FY26 Awards to Date

Transit Agency	Award	Proposed Expansion
Mountain Metropolitan Transit	\$4,431,599	New vehicles/additional routes
Roaring Fork Transit Authority	\$2,185,210	Increased frequency/expanded micro transit
Pueblo Transit	\$1,099,282	Extended service hours/route expansion
Grand Valley Transit	\$1,073,396	Adding/expanding service in key corridors
Vail Transit	\$938,499	New routes/increased frequency in off season

Transit Agency	Award	Proposed Expansion
Steamboat Springs Transit	\$896,117	New vehicles/increased frequency
Via Mobility Services	\$888,136	Adding 15 - 20 new on demand routes
City of Loveland Transit (COLT)	\$656,763	New vehicles/increased frequency
City of Durango	\$617,676	New vehicles/expanded routes & service hours
Breckenridge Free Ride	\$560,000	Extending/permanently adding routes
Gunnison Valley RTA	\$456,327	Increased frequency on key commuter routes
Winter Park The Lift	\$443,157	New route/micro transit pilot
Envida	\$388,947	Adding new on demand services in Pueblo
Denver DOTI	\$280,000	Initiate Westracks service
Mountain Express	\$244,204	New vehicles/expanded services

## SB24-230 Rail Funding Program

As part of the CTE's efforts to implement the Rail Funding Program in 2025, the CTE Director served as a member of the Joint Service Executive Operating Committee (JSEOC), the entity guiding development of the Northwest Passenger Rail Corridor. The CTE Board approved a resolution committing the CTE to provide funding support for the initiative on June 24, 2025. In 2026, CTE will continue to participate on the JSEOC and begin to explore ways the Rail Funding Program can also support Fast Tracks completion initiatives.

## SB24-230 Local Transit Competitive Grant Program

The CTE began conducting a Regional Transportation Authority (RTA) Best Practice study in July 2025 to help inform development of the Local Transit Competitive Program while complying with 2025 Transit Reform Law (SB25-161) requirements. The CTE expects to stand up the program in the 2026 calendar year. The program will focus on providing incentives for RTA creation and support for development of multimodal facilities.

## Budget

The enactment of SB24-230 created a new CTE funding source and three programs that are separate from the Retail Delivery Fee Program created by SB21-260. Additionally, the Colorado Transportation Commission (TC) provided the CTE with a \$600,000 loan to fund the start-up of these new programs until revenues are available from Oil & Gas Production Fee proceeds. As a

result, the CTE's FY26 budget is now more complex and is presented in two separate tables, the "FY26 CTE Retail Delivery Fee Program Budget" and "FY26 Oil & Gas Production Feed Budgets", which combines the three Oil & Gas Production Fee programs and the TC Loan Fund. The TC loan is expected to be paid off in January 2026 once Q1 Oil & Gas Production Fee proceeds are received. The CTE Board approved a Draft FY26 Budget at its October 29, 2024, meeting and a Final FY26 Budget at its February 25, 2025, meeting. The CTE Board revised the FY26 Budget at its September 23, 2025, meeting to adjust the level of capital grant funding under the Retail Delivery Fee Program. The board anticipates minor budget refinements in January 2026 to adjust for TC Loan Fund repayment and staffing changes.

Elements of the CTE annual budget include: administrative and agency operations to support day-to-day work of the enterprise, contingency reserve to handle unexpected expenses outside the range of the usual budget and programmed funds made available in the form of grants, loans, rebates, and revenue bonds from the Clean Transit Retail Delivery Fee to transit agencies to support zero emission vehicle transition.

### FY26 CTE Retail Delivery Fee Budget

Line Item	FY 2025-26
<b>Total Spending Authority*</b>	<b>\$49,089,048</b>
Clean Transit Retail Delivery Fee	\$49,089,048
<b>Administrative &amp; Agency Operations Costs</b>	<b>\$315,663</b>
Staff Salaries	\$236,703
Attorney General's Office Fees	\$1,500
Office of State Audit - Annual Financial Audit	\$600
Professional Services	\$75,000
Board/Staff Travel	\$1,080
Board Meeting Expenses	\$180
Supplies/Registration Fees/Etc.	\$600
<b>Contingency Reserve</b>	<b>\$1,289,813</b>
Board Reserve Fund	\$1,289,813
<b>Programmed Funds</b>	<b>\$47,483,572</b>
Previous Planning and Capital Grant Awards	\$15,503,336
FY2025-26 Capital Grant Awards	\$31,980,236
<b>Total CTE Retail Delivery Fee Program</b>	<b>\$49,089,048</b>

\*Spending Authority includes \$12,898,128 in new spending authority and \$36,190,920 in spending authority from previous appropriations.

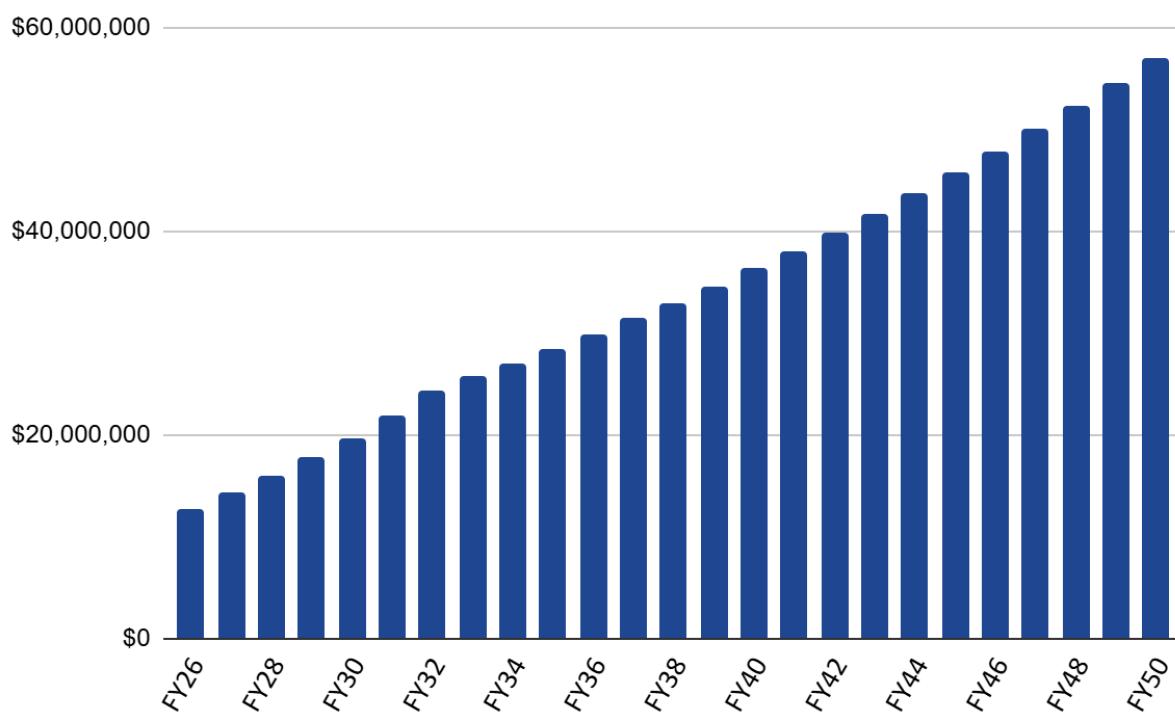
### FY26 CTE Oil & Gas Production Fee Budgets

Source	Local Transit Formula Program	Local Transit Grant Program	Rail Funding Program	TC Loan	Total
<b>TOTAL REVENUES</b>	\$ 38,886,376	\$ 5,555,197	\$ 11,110,393	\$ 377,840	\$ 55,929,806
Oil & Gas Production Fee	\$ 38,886,376	\$ 5,555,197	\$ 11,110,393	\$ -	\$ 55,551,966
TC Program Start Up Loan	\$ -	\$ -	\$ -	\$ 377,840	\$ 377,840
<b>ADMIN. &amp; AGENCY OPERATIONS</b>	\$ 935,584	\$ 133,655	\$ 267,310	\$377,840	\$ 1,714,389
Staff Salaries	\$ 386,636	\$ 55,233	\$ 110,468	\$262,625	\$ 814,962
Attorney General's Office Fees	\$ 2,475	\$ 354	\$ 707	\$1,814	\$ 5,350
Office of State Audit - Annual Financial Audit	\$ 928	\$ 133	\$ 265	\$718	\$ 2,044
Administrative	\$ 3,042	\$ 435	\$ 869	\$1,511	\$ 5,857
Consultant Services	\$ 122,503	\$ 17,500	\$ 35,001	\$89,775	\$ 264,779
Interest Expense	\$ -	\$ -	\$ -	\$21,397	\$ 21,397
Loan Repayment	\$ 420,000	\$ 60,000	\$ 120,000	\$0	\$ 600,000
<b>PROGRAMMED FUNDS</b>	\$ 38,370,792	\$ 5,481,542	\$ 10,963,083	\$ -	\$ 54,815,417
Programming & Projects	\$ 38,370,792	\$ 5,481,542	\$ 10,963,083	\$0.00	\$ 54,815,417
<b>TOTAL CTE SB230 PROGRAMS</b>	<b>\$ 38,886,376</b>	<b>\$ 5,555,197</b>	<b>\$ 11,110,393</b>	<b>\$ 377,840</b>	<b>\$ 55,929,806</b>

## Financial Status Report

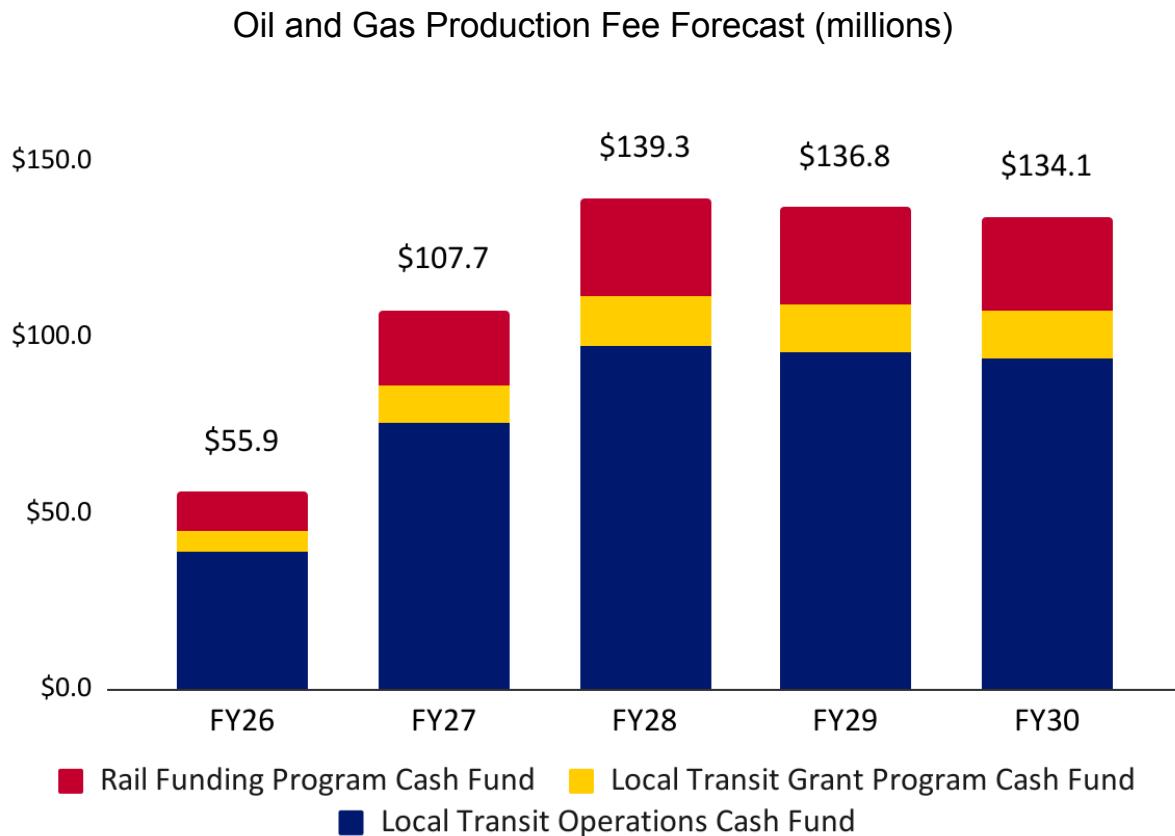
The retail delivery fees established in SB 21-260 provide an on-going revenue stream that CDOT staff have estimated through 2050. The CTE is forecasted to collect \$12.9 million for FY 2025- 2026 in Retail Delivery Fee Revenue. The “Clean Transit Retail Delivery Fee Forecast” table outlines CDOT’s current revenue forecast for the Clean Transit Retail Delivery Fee through FY 2049-2050.

Clean Transit Retail Delivery Fee Forecast (millions)



The CTE’s new revenue source from Oil and Gas Production Fees will be foundational for accelerating the availability, accessibility and efficiency of public multimodal transportation for Coloradans. The Oil and Gas Production fees are forecasted to generate \$56.7 million in revenue in FY 2025-2026 and \$116.3 million in FY 2026-2027. Per SB24-230, the CTE will distribute these revenues into three funds: the Local Transit Operations Cash Fund, the Local Transit Grant Program Cash Fund and the Rail Funding Program Cash Fund. To enable the CTE to begin development of these programs as quickly as possible, the TC provided a \$600,000 loan to the enterprise to fund start-up costs, staff time, meeting-related expenses, consultant support, formula development and stakeholder engagement.

The “Oil and Gas Production Fee Forecast” table outlines CDOT’s current revenue forecast for the Oil and Gas Production Fees through FY30.



## Upcoming Activities

Looking ahead to 2026, the CTE will continue to implement the Zero Emission Transit Grant programs. This includes awarding the second round of CTE capital grants, releasing and awarding the 3rd round of CTE Planning grants, soliciting the third round of CTE Capital grants, and administering all of the past grant awards that are still ongoing. The CTE will also move into the next phase of standing up the SB230 Formula Program, which will focus on developing and executing contracts for the grant awards made by the CTE Board. The CTE will also work with several agencies to refine their NOFA responses so they can be recommended for grant awards in the first few months of 2026. To support these efforts, the CTE will work with CDOT’s Office of Innovative Mobility and the Division of Accounting and Finance to expand staffing and develop new processes to support CTE’s administrative and grant-making activities. Further, the CTE will continue its participation on the JSEOC, will explore other potential uses for Rail Funding Program resources, and begin efforts to stand up the Local Transit Grant Competitive Program.



## Transportation Commission Memorandum

**To:** Colorado Transportation Commission

**From:** Leslie Welch and Anna Dunn, Grants Coordinators

**Date:** January 2nd, 2026

**Subject:** Update to the Transportation Commission on CDOT's submitted, in progress, and forthcoming grant applications

### Purpose

To share progress on submitted applications, as well as current and future coordination of proposals to anticipated federal discretionary programs, primarily under the Infrastructure Investment Jobs Act (IIJA).

### Action

Per PD 703.0, when the department intends to apply for grants with a match consisting of previously approved funding, no action is necessary by the Commission, but we provide the Commission with the projects we intend to pursue. If the match requires an additional commitment of funds not already approved by the Commission, or Bridge & Tunnel Enterprise (BTE), staff brings the projects to the Commission as an action item, with the additional funding being made contingent on a successful application and grant award.

As always, Commissioners and CDOT staff are encouraged to contact CDOT's in-house grant team with questions, comments, and suggestions.

### Background

For information on closed 2022, 2023 and 2024 grant programs and awarded proposals, please refer to archived TC Grants Memos from December 2024 or prior.

The following discretionary grant programs have closed, but applications are still being reviewed:

1. BRIDGE INVESTMENT PROGRAM (BIP) - LARGE BRIDGE
  - I-270 Corridor Improvements Bridge Bundle, R1
2. BRIDGE INVESTMENT PROGRAM (BIP) - OTHER than LARGE BRIDGE (>\$100M)
  - US50 Blue Mesa Bridges Emergency Repairs, R3
3. BRIDGE INVESTMENT PROGRAM (BIP) - PLANNING
  - I-70 West Applewood to Lakewood Critical Bridges Planning, R1
4. National Scenic Byways Program
  - Mount Blue Sky Scenic Byway: Interpretation Corridor Management Plan, R1
  - Roadside Markers Improvements on Colorado Byways, Statewide
5. BRIDGE INVESTMENT PROGRAM (BIP) - LARGE BRIDGE

- I-270 Critical Bridges, R1

6. Rural and Tribal Assistance Pilot Program
  - Grants Team has submitted the Small Slope Alternative Avalanche Mitigation Feasibility Analysis, which will affect locations across Region 3 and 5. Notice has been delayed due to the federal shutdown.
7. RESTORE Colorado - National Fish and Wildlife Foundation
  - Grants Team has submitted a \$485,000 grant for the R2 I25 Raton Pass wildlife crossing project. We should hear back in March 2026.

## IN PROGRESS

CDOT is actively pursuing the following discretionary grant program(s):

1. PROTECT
  - CDOT is pursuing grants for State-Wide Avalanche Mitigation (SWAP) in Regions 3 and 5 and a Culvert package in Region 3
2. CRISI
  - CDOT intends to pursue a grant for a sidings project in R1 to improve freight movement and railyard congestion
3. Wildlife Crossings Pilot Program
  - CDOT intends to pursue resubmissions for the R2 I-25 Raton Pass project, R1 US 40 Empire Overpass, as well as a new submission for US 160 East of Cortez.
4. Bridge Investment Program: Planning
  - CDOT is preparing to submit:
    - I-70 West Applewood to Lakewood Critical Bridges Replacement Planning Project, Region 1
    - Colorado Eastern Plains Timber Bridge Replacement Planning Project, Region 1
5. Bridge Investment Program: Medium Bridge
  - CDOT is preparing grants to submit:
    - US 85 Fountain Creek Critical Bridge Replacement for Community Connectivity and Safety, Region 2
    - US 550 Animas Bridge Replacement, Region 5
6. National Railroad Partnership Program (formerly known as Federal State Partnership Program)
  - Match permitting, CDOT intends to apply for the following:
    - Denver Union Station Improvements- Track improvements to reduce passenger rail delays at Union Station, Region 1
    - SAFER Travel- Rockfall mitigation, grade crossing improvements, hazmat caching along key passenger rail routes (e.g., California Zephyr), Region 3.
7. FY26 Better Utilizing Investments to Leverage Development (BUILD) Grant Program (formerly known as RAISE)
  - CDOT is evaluating the following opportunities, with 4 to be selected due to capacity constraints. Decisions will be made by mid-January.
    - Region 1: 23rd Avenue, Kings Valley (resubmission)
    - Region 2: 8 Mile (resubmission)
    - Region 3: Mt. Garfield Culvert, I-70 Repaving, US40 Wildlife Crossing
    - Region 5: Silverton Bridge Replacement

## CDOT DISCRETIONARY GRANT SUCCESS BY THE NUMBERS

Since the IIJA was signed into law in November 2021...

- CDOT has been awarded \$581.14M, including both direct and indirect via local agency partnerships
- 19 priority projects featured in our 10 Year Plan have won a federal discretionary grant
- The Floyd Hill to Veterans Memorial Tunnels Improvements Project received CDOT's largest award to date at \$100M

## Next Steps

Grants team is working on developing applications for the following programs:

- National Railroad Partnerships Program (NRPP), due Feb 6, 2026.
- Better Utilizing Investments to Leverage Development (BUILD), due Feb 24, 2026.

Grants Team is expecting updated NOFOs to drop soon for the following programs:

- BIP Medium and Other Bridge: Deadline has been delayed by FHWA. No updated NOFO out at this time
- Consolidated Rail Infrastructure and Safety Improvements (CRISI) Program: No updated NOFO, but expected to follow NRPP.
- Wildlife Crossings Pilot Program. Expected Spring 2026



COLORADO  
**Transportation  
Investment Office**

## Colorado Transportation Investment Office Memorandum

**To:** The Transportation Commission and the CTIO Board of Directors

**From:** Simon Logan, Special Projects Lead and Policy Analyst

**Date:** January 14, 2026

**Subject:** Globeville and Elyria Swansea (GES) Tolling Equity Program Progress Report

### Purpose:

To update the Transportation Commission and the Colorado Transportation Investment Office (CTIO)<sup>1</sup> Board of Directors on the progress of the GES Tolling Equity Program.

### Requested Action:

The purpose of this memo is informational only, and no action is being requested.

### Background

The 2017 Record of Decision (ROD) for the Central 70 project included a commitment for CTIO to explore ways to provide discounted access to the Express Lanes for low-income residents of the GES neighborhoods. As a result, CTIO embarked on a year-long process to comply with this commitment and identify a program to bring to the CTIO Board of Directors for approval. This effort included significant engagement with peer agencies nationwide, the GES community, and other local stakeholders. The CTIO Board of Directors (CTIO Board) approved the program in April 2022.

The approved GES Tolling Equity Program has three main components:

#### 1. Benefits

- Toll credit (\$100) and a transponder for eligible residents to access the Express Lanes.
- Free Transit passes. Available within the community at various distribution sites.

#### 2. Eligibility:

- Residents of GES with an annual household income below 100 percent of the Aera Median Income (AMI) (a recent change approved by the CTIO Board in 2025) and households displaced from GES due to eminent domain for the I-70 Central Project with an annual household income below 100 percent of the AMI. CDOT holds a list of these displaced households.
- Eligible residents don't have to choose one or the other; they can receive both benefits.

#### 2. Funding

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<sup>1</sup> The High Performance Transportation Enterprise (HPTE) is now doing business as the Colorado Transportation Investment Office (CTIO). CTIO is how the enterprise refers to itself now and in the future. However, the HPTE name is retained for legislative and legal documents.

- Administrative and start-up costs, up to \$1 million, provided by CDOT.
- CTIO covers the initial cost of the free transponder and promotional credit for all eligible residents.
- Each subsequent year, 15 percent of net toll revenue from the Central 70 Express Lanes is allocated for toll credit and transit passes, making this an ongoing benefit to the community.

In support of the program, the Transportation Commission (TC) approved an Intra Agency Agreement (IAA) between CDOT and CTIO, contributing one million dollars for start-up and administrative costs and activities. Per the IAA's terms, CTIO must provide an annual progress report by January.

As of January 2025, CTIO has expended all the funds provided by CDOT for start-up and administration costs associated with the program completing the scope of work between CTIO and CDOT. Moving forward revenues from the Central 70 Express Lanes will fund one hundred percent of the costs associated with the program.

## Benefit distribution and partners

- **Transit Pass Distribution**
  - Five sites within Globeville and Elyria-Swansea have been distributing the transit passes within the community. They include rec centers, libraries, and schools.
  - In the last year, the program invested approximately \$314,858 in single ride, and monthly tickets - an increase of 22% from the previous year.
- **Toll Credits and Transponder Distribution**
  - Almost 147 vehicles have been registered to date (almost 50 in 2025) at a total cost of \$18,375.
  - The enrollment window for in-person appointments was extended to year-round and an online portal was created to receive enrollments.
  - CTIO staff continue to conduct a review of outreach efforts to determine how to increase the number of enrolled participants in the toll credits element.
- **Partners**
  - **Community outreach and enrollment (NETC)**
    - CTIO continues to work with Northeast Transportation Connections (NETC) for community outreach, toll credit enrollment, and transit pass distribution.
    - NETC supports the development and distribution of promotional materials to increase program participation and educate the community on how to use Express Lanes.
  - **Toll credit account management (BancPass)**
    - CTIO has contracted with BancPass to manage the tolling element of the program. They offer more ways for participants to top up accounts using cash or cards, have more touch points to notify users when their balance is running low and provide customer services in English and Spanish.

## Program reflections

- The GES Tolling Equity Program is going well overall and is really appreciated by program participants. The transit pass element continues to be popular, with an increasing number

of residents receiving passes. The toll credits element continues to have a slower uptake than anticipated and requires more attention. CTIO staff continue to monitor vehicles registered on the toll credits through monthly reports (see Attachment A: Toll Credits Dashboard for a breakdown) and explore ways to increase participation in this element.

- CTIO staff use survey data and toll credit reports to gauge how the program could be improved to benefit the GES community. For example, door-to-door outreach was conducted within the community during the Summer of 2024 to seek to increase the number of vehicles registered on the toll credit element. Residents within GES were contracted to conduct this outreach and gather information on people they spoke to about why they wouldn't or didn't sign up. High level takeaways include:
  - Around 40% of respondents either don't drive on the interstate, aren't comfortable sharing documentation, do not own a vehicle, or it is not registered in GES (around 10%). This population is highly unlikely to sign up for the tolling element of the program, further reducing the pool of potential vehicles to around 4250.
  - This outreach pointed to possible programmatic changes that could improve program participation, such as changes to income verification and vehicle registration. For example, a significant number of respondents highlighted that they were on the cusp of eligibility using the old income verification (Federal Poverty Level for household income).
  - Both of these changes were approved by the CTIO Board in 2025.
- Lastly, an annual survey of transit pass users conducted in the summer of 2025 to continue to monitor who is receiving passes and how they are using them. Attachment B provides a full breakdown of the results of the survey. High level takeaways include:
  - The age demographics of residents receiving passes remain broadly the same.
  - More people are taking 21+ trips per month resulting in a significant number of people receiving monthly passes instead of 10-ride ticket books. This saves the program money (monthly passes are cheaper) and reduces the frequency of residents having to pick up passes from the distribution sites.
  - A significant number of residents expressed their gratitude for the program and its impact on helping them travel to work, grocery stores, and medical appointments.
  - Free transit passes helped over two thirds of respondents replace trips they would have driven or been driven by a family member, friend or Uber/Lyft.

## Program Changes

As noted above, the results from the door-to-door outreach in the summer of 2024 pointed to program changes around income eligibility and possibly adding an additional service that would increase program participation. Following an analysis of options, the following changes were approved by the Board in 2025:

- **Income Eligibility and Vehicle Registration**
  - The CTIO Board approved changing the income eligibility, moving from 200% Federal Poverty Level for household Income to 100% Area Median Income to better reflect the cost of living in Denver, and removing restrictions of the location of where vehicles need to be registered to apply for toll credits. These changes are expected to increase the number of vehicles eligible to receive toll credits and transit passes within the community by 10-20 percent (5300 individuals/4200 vehicles).

- **Expanded days/hours of the GES Connector**

- The GES Connector shuttle service acts like an Uber/Lyft and has a high reach using its 3 vehicles to transport people throughout the communities' boundaries i.e. it is only within GES. It has high utilization with an average of 90 rides per day, carrying an average of 140 passengers. Currently, funding from the City and County of Denver only allows for a service from Monday to Friday.
- The service works in tandem with the transit passes by facilitating the first/last mile transportation to and from transit hubs, as well as a few select locations outside of GES like grocery stores (GES is a food desert).
- The CTIO Board approved extending this service to the weekends (Saturday/Sunday) in GES.
- CTIO staff are finalizing a contract with the current vendor to extend this service. It is expected to begin in early 2026.

## **Next Steps**

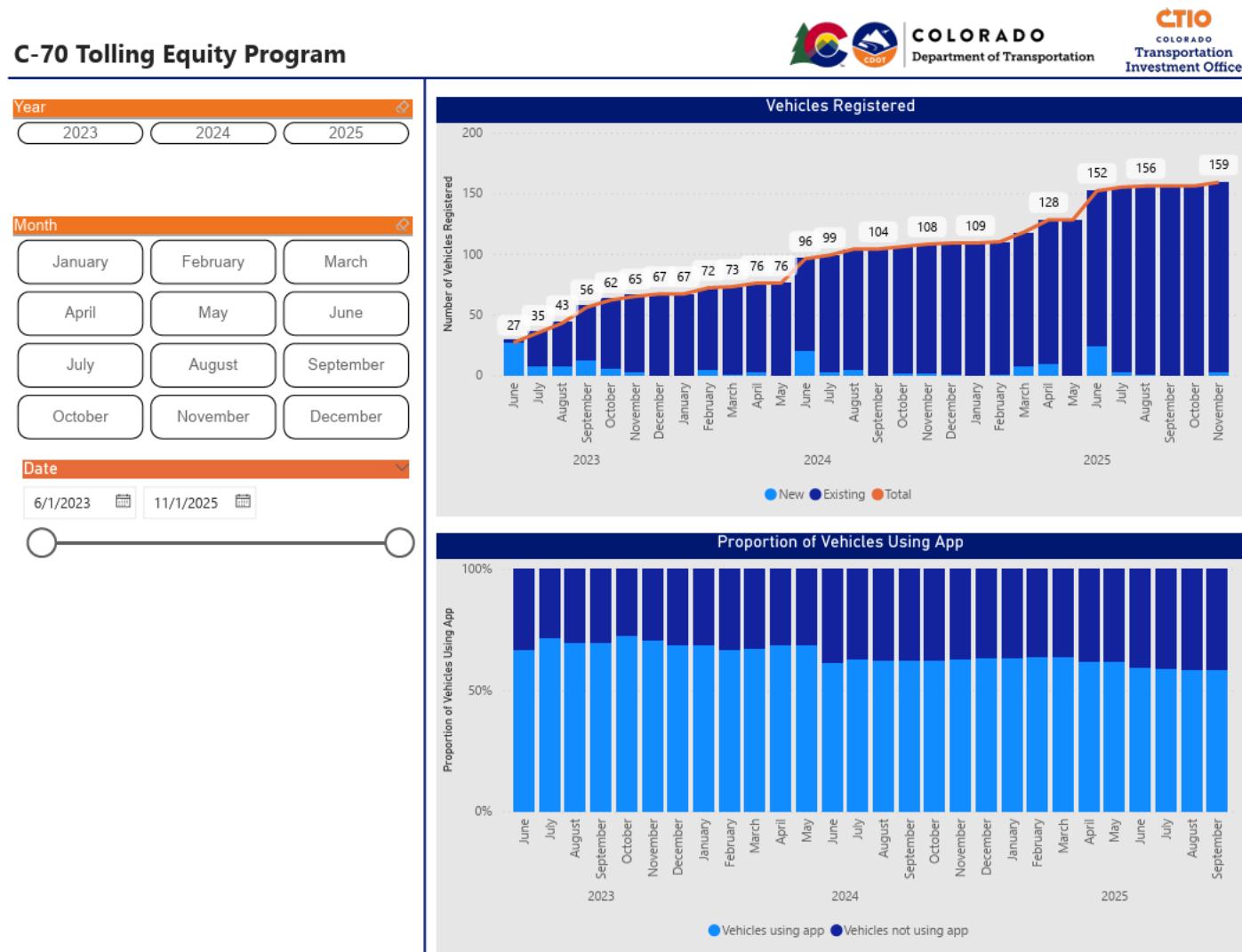
- 1) The GES Connector service extension to the weekends will be added to the community's benefits in early 2026.
- 2) Another transit pass survey will be conducted in Q2/ Q3 of 2026 to continue gathering data on how the passes are used.
- 3) Door-to-Door enrollment for the toll credits will be conducted in the Spring/Summer of 2026.
- 4) CTIO will continue to provide progress reports to the CTIO Board of Directors, and the Transportation Commission (if requested) on or before January 2027.

## **Attachments:**

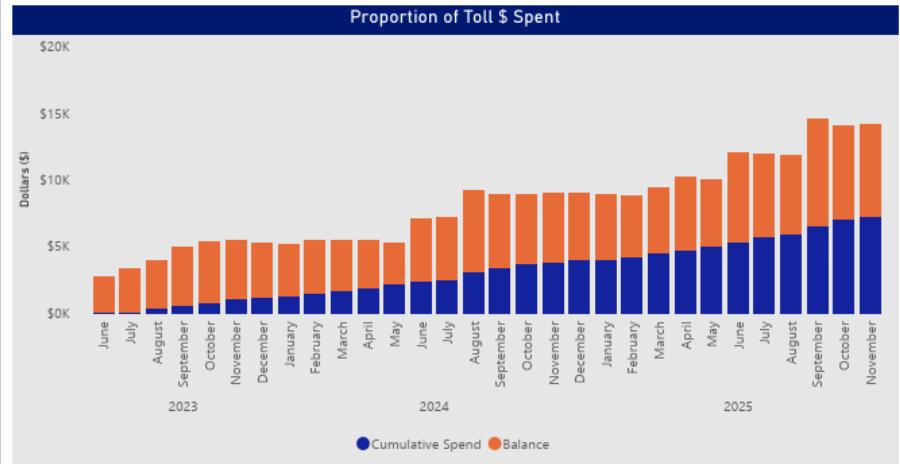
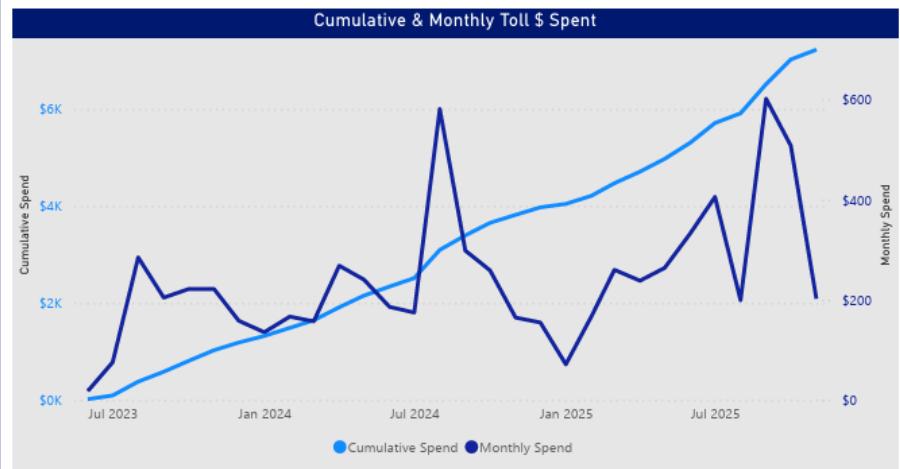
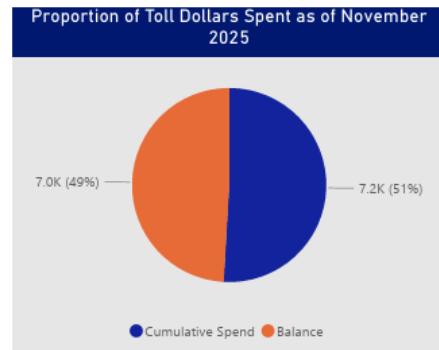
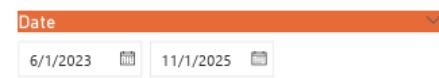
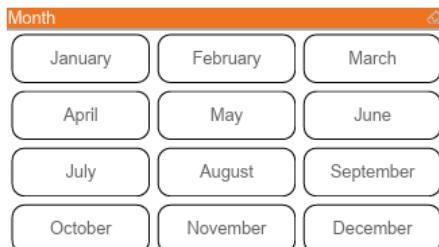
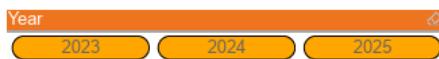
- Attachment A: Toll Credits Dashboard
- Attachment B: 2025 Transit Pass Survey

## Attachment A: Toll Credits Dashboard

BancPass, the vendor used to manage the toll credits element, provides monthly reports to CTIO staff detailing the number of vehicles registered, the proportion of vehicles using the app, and spending data. The graphs below cover the period from June 2023 to November 2025.



## C-70 Tolling Equity Program

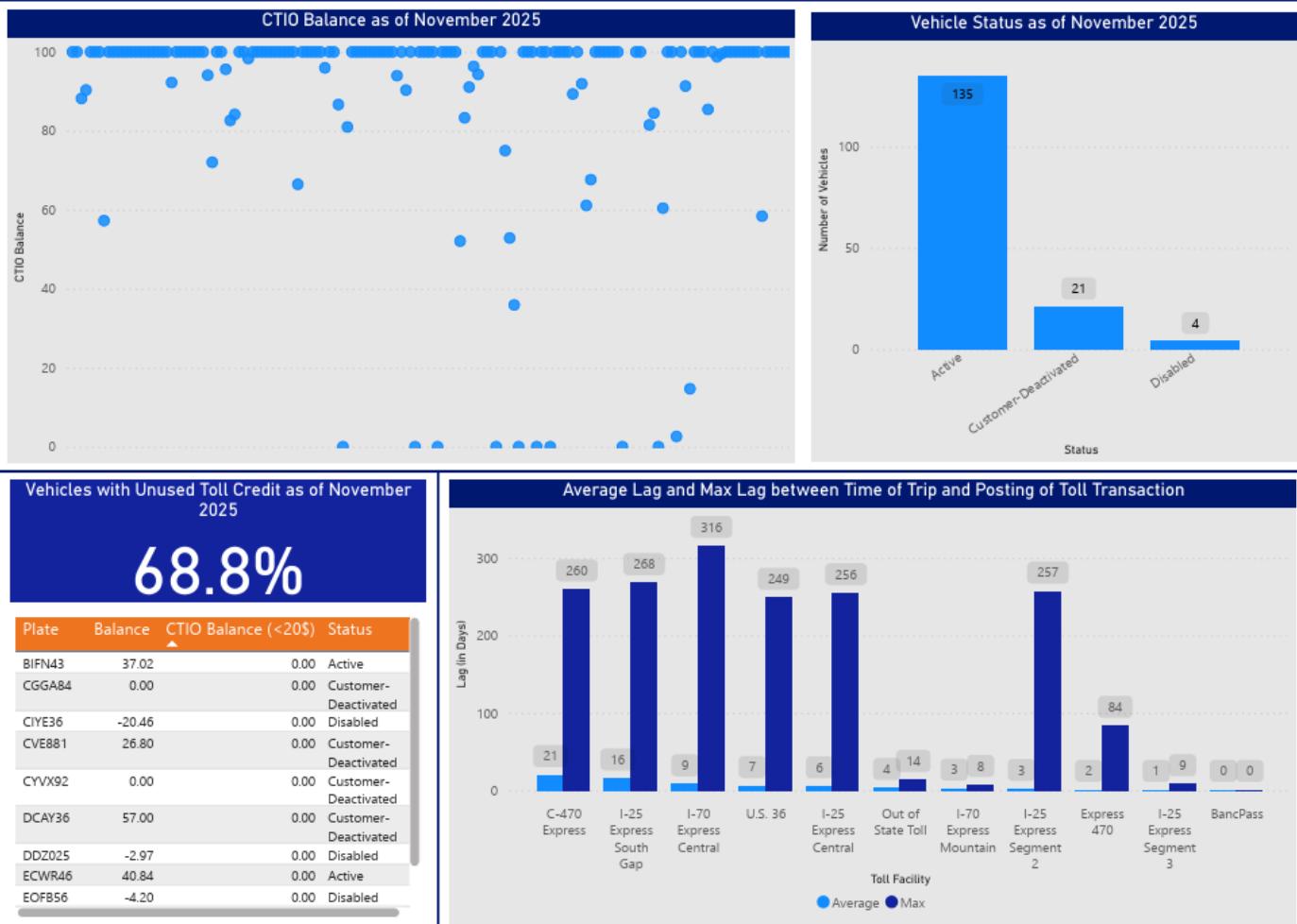


## C-70 Tolling Equity Program



COLORADO  
Department of Transportation

CTIO  
COLORADO  
Transportation  
Investment Office



## C-70 Tolling Equity Program



**CTIO**  
COLORADO  
Department of Transportation  
Transportation  
Investment Office

**1697**  
Number of Trips

**Year**

2023

2024

**Month**

January May September

February June October

March July November

April August December

**Time Of Toll**

5/25/2023 11/28/2025

**Road Edit**

BancPass

C-470 Express

Express 470

I-25 Express Central

I-25 Express Segment 2

I-25 Express Segment 3

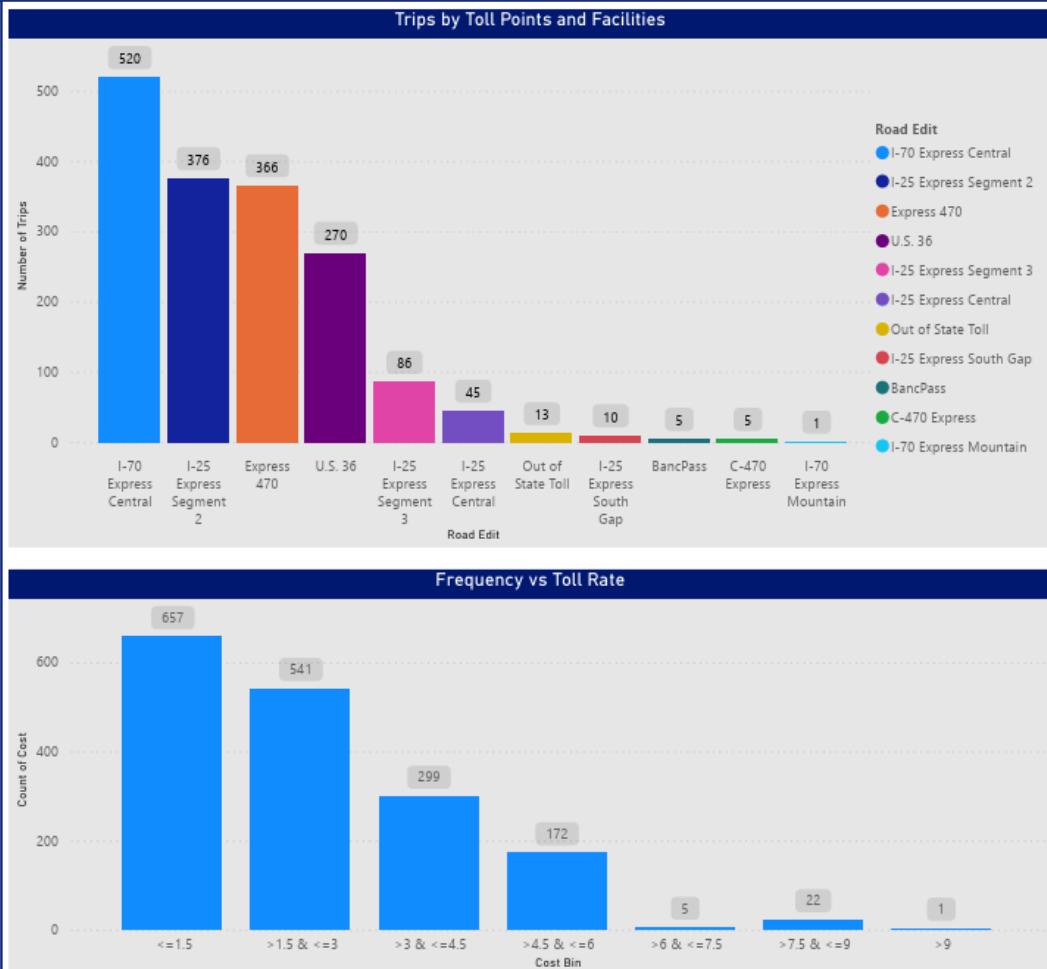
I-25 Express South Gap

I-70 Express Central

I-70 Express Mountain

Out of State Toll

U.S. 36

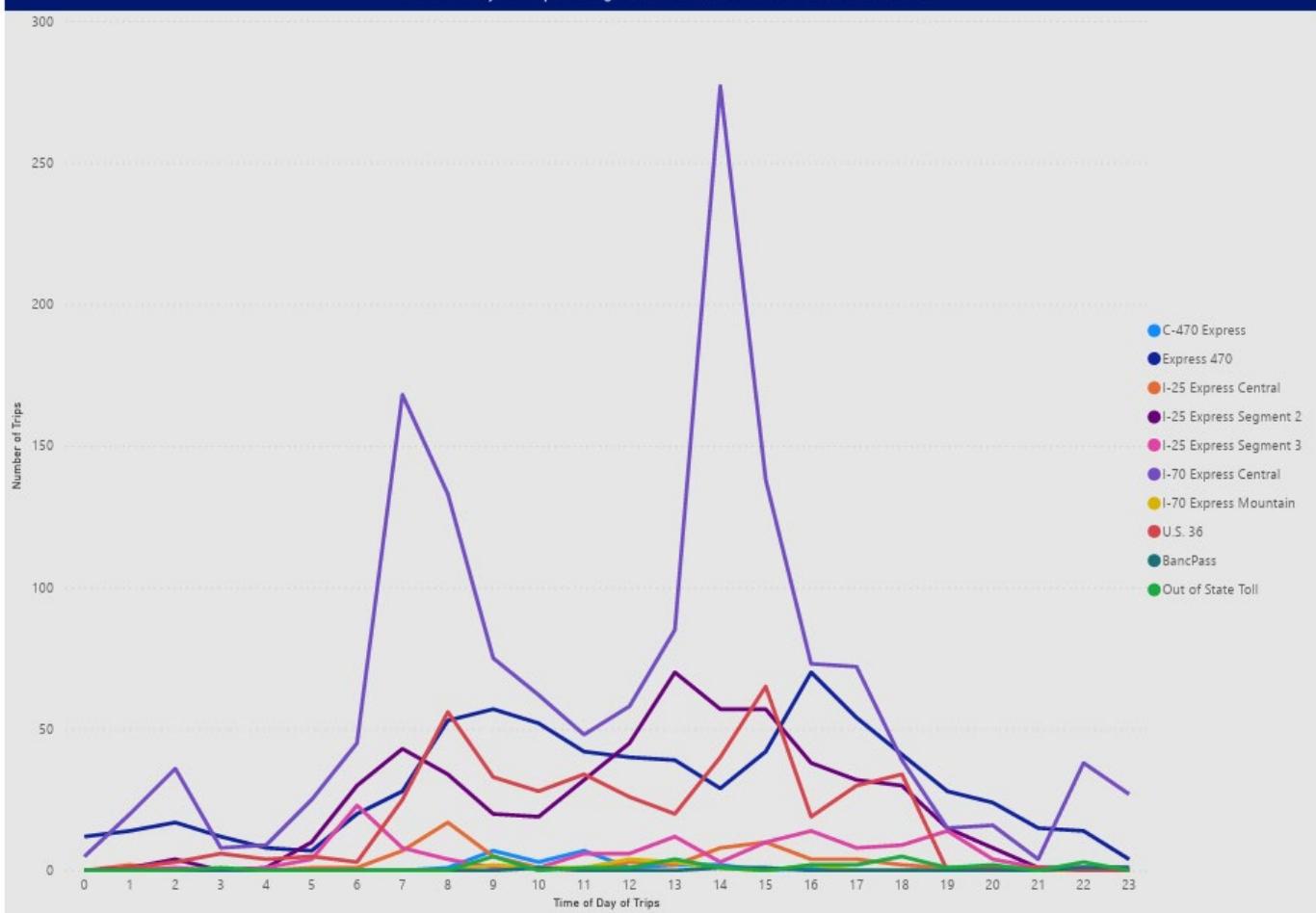


## C-70 Tolling Equity Program



**CTIO**  
Colorado  
Transportation  
Investment Office

Time of Day of Trips Using Toll Credit on Various Toll Facilities



## C-70 Tolling Equity Program



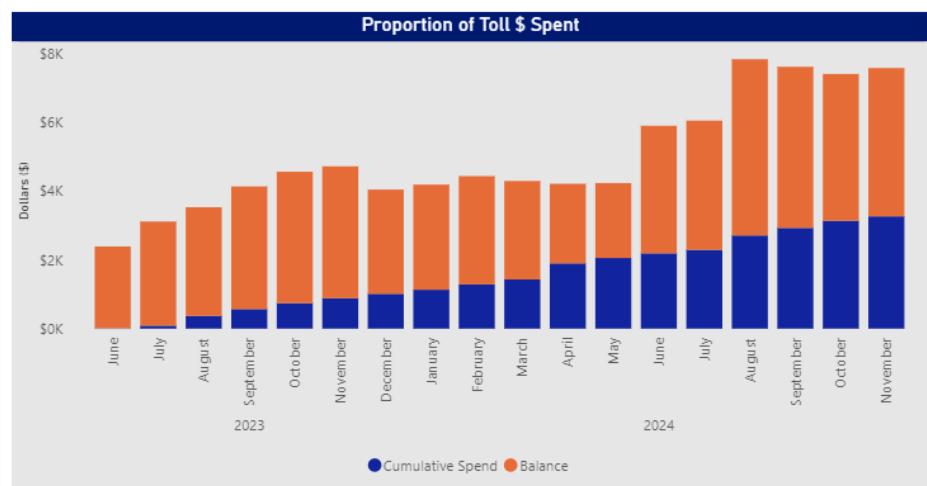
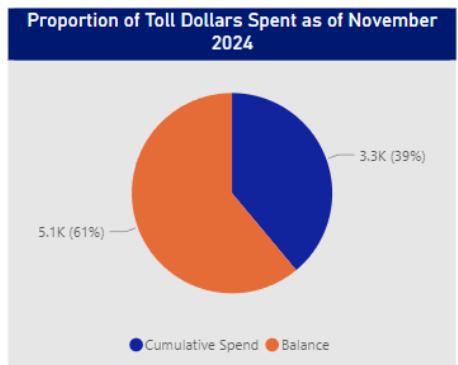
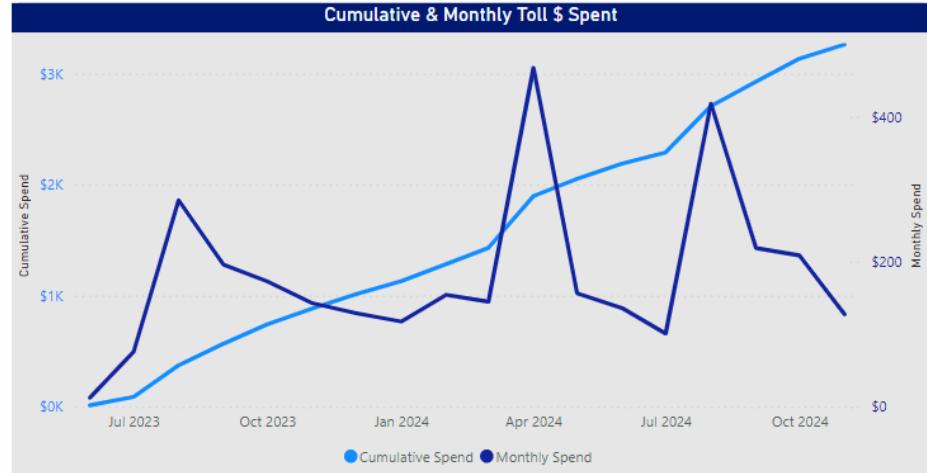
COLORADO  
Department of Transportation

CTIO  
COLORADO  
Transportation  
Investment Office

Year  
2023 2024

Month  
January February March  
April May June  
July August September  
October November December

Date  
6/1/2023 11/1/2024

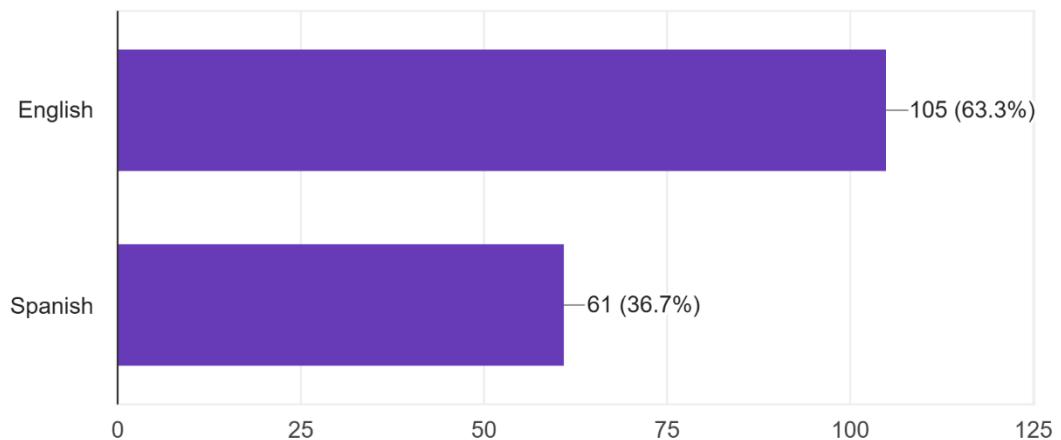




# Attachment B: 2025 Transit Pass Survey: GES Tolling Equity Program (English and Spanish)

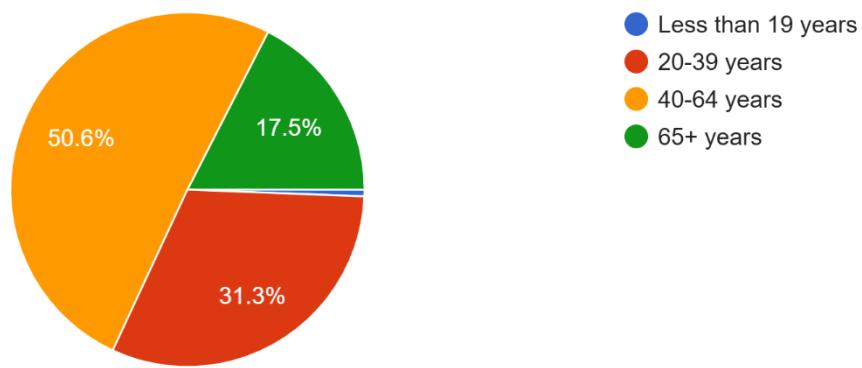
What Language was the survey response in?

166 responses



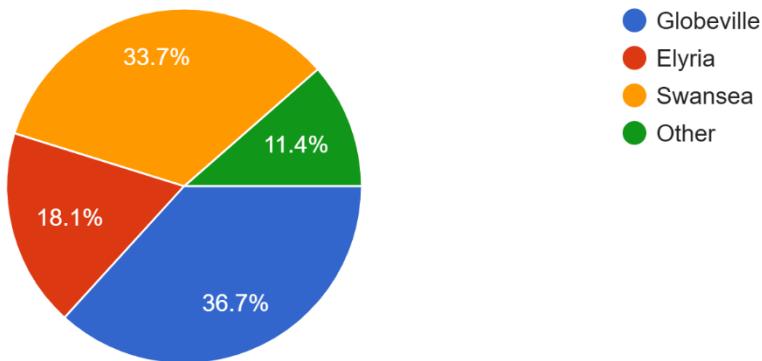
1. Which age group do you belong to? (Choose 1)

166 responses



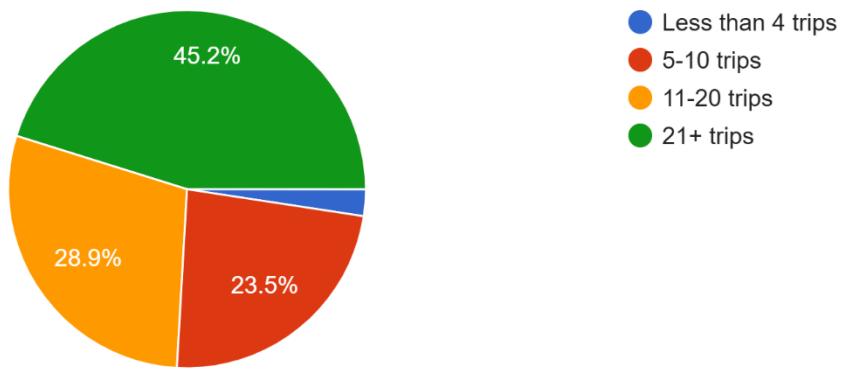
2. Which community do you live in? (Choose 1)

166 responses



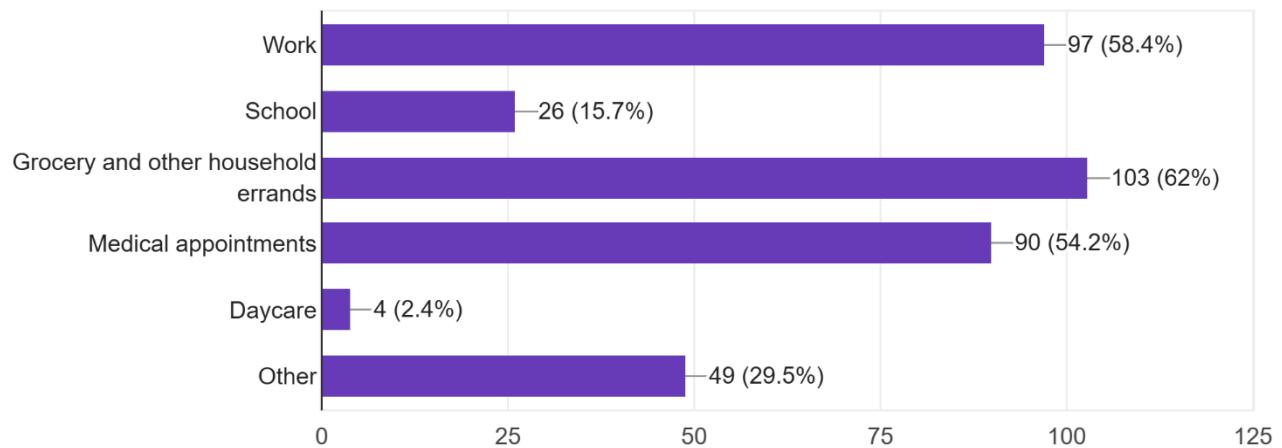
3. On average, how many transit trips did you make in the last month? (Choose 1)

166 responses



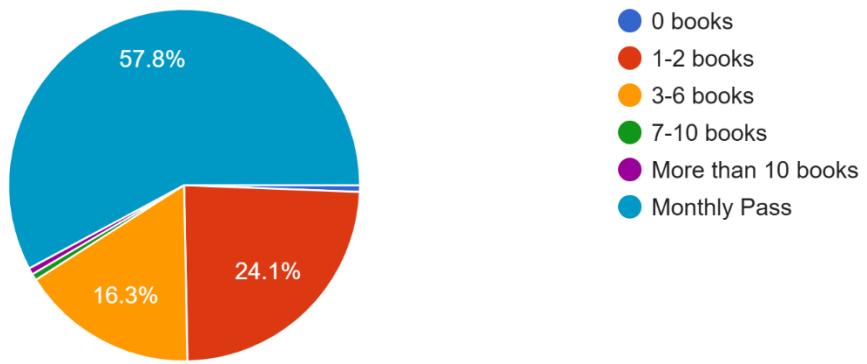
4. Where did you travel using the free tickets? (Choose all that apply)

166 responses



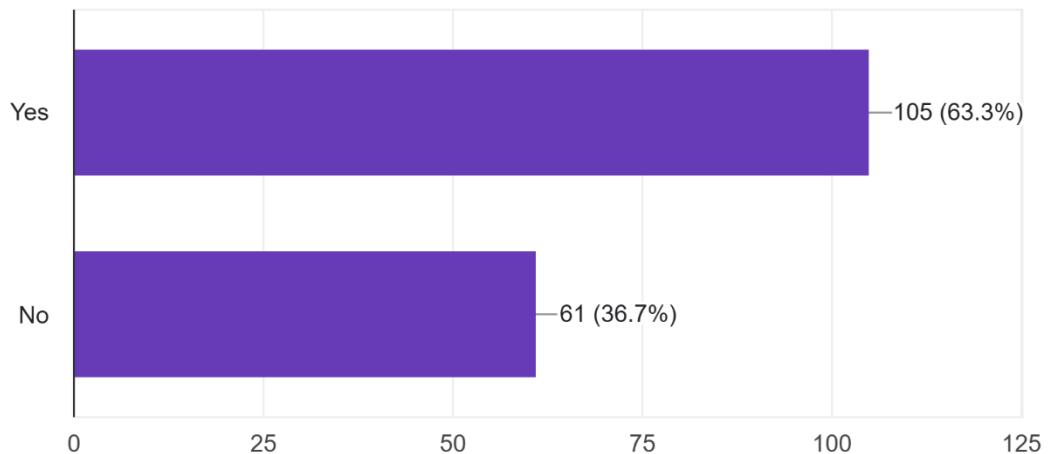
5. How many free ticket books did you pick up in September? (Choose 1)

166 responses



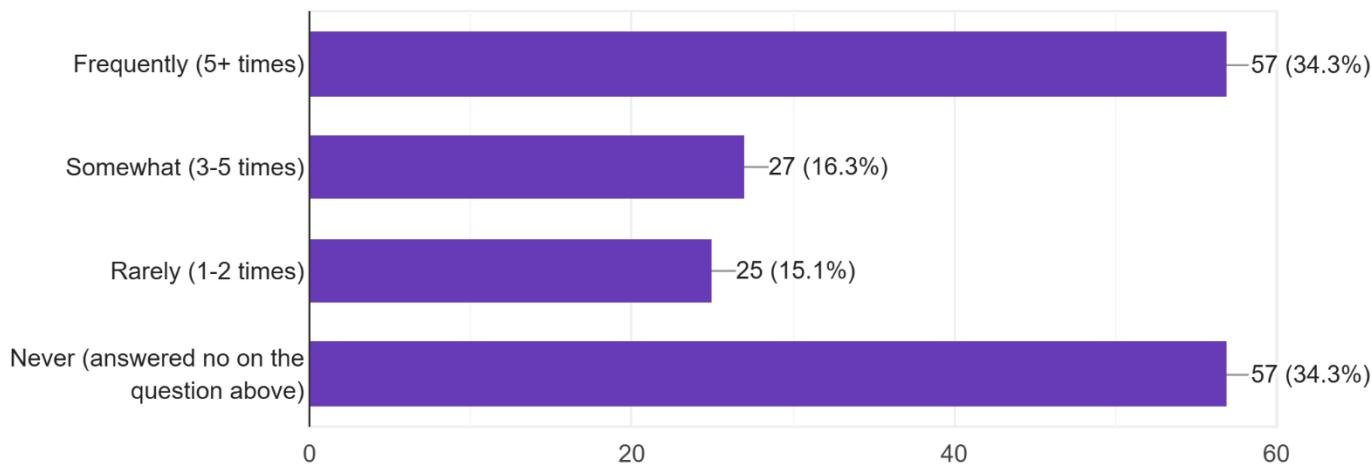
6. Has access to free transit passes replaced trips where you or someone else would have driven (family member, friend, Uber/Lyft)?

166 responses



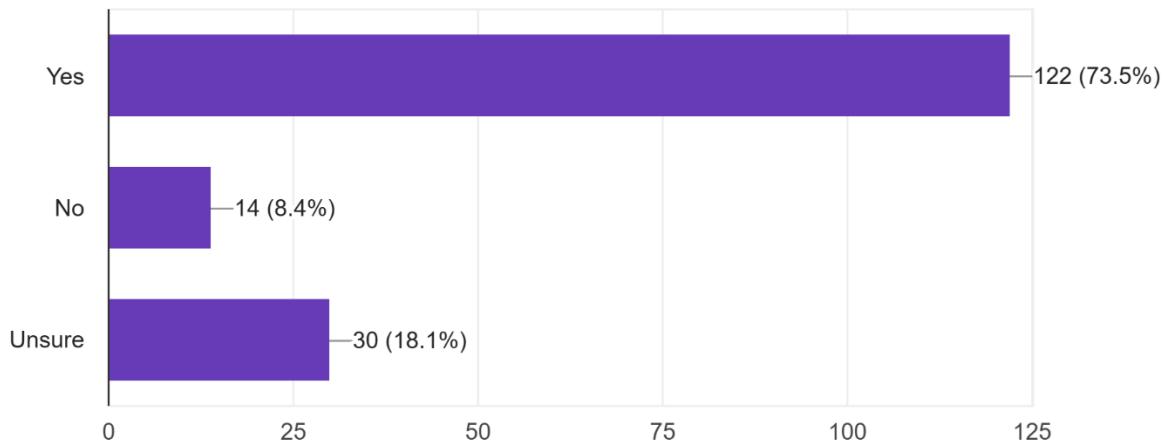
7. If yes, how often did you replace a driving or ride-sharing trip with a transit trip?

166 responses



8. Would you use the connector if it was extended to the weekends?

166 responses



9. (Optional) Is there anything else you want us to know-positive comments or concerns?

Thank you!

Thank you for your help, ladies and gentlemen, for the bus passes. It's not just for me, because it helps me a lot for my health and because I don't have to work hard and I don't have to worry about my health. Thank you very much, ladies.

I wish the connector came to Aurora

Keep up the good job. Well done. Thank you.

Thank you very much for the help!

I am grateful for the tickets

I appreciate the help. It really means a lot.

Want the connector to Denver Health

Thank you.

great job, great job.

Keep doing good.

This program help me be more mobile as I am disabled.

I live in a shelter, these passes make getting medical and trips for my job crucial in my life.

I would to know how to get discounts on uber/lyfts or driving lyfts.

The monthly pass has help me very much with my day to day commute

Great help!

Can the connector go to Denver Health

Is very good, it helps

You all are wonderful!

The monthly pass is very beneficial and helpful. Thanks!

Muy agradecida por este servicio bendiciones (Very grateful for this service, blessings)

transportation is great

Thank you very much it is a life saver!

Thank you for this program

great resource to have at swansea center

adonde pregunto sobre las paradas del bus. Where do I ask about the bus stops

They are very useful for transporting and traveling by bus

correcor de la tarde es mas lento si fuera mas rapido estaria vien (The afternoon rush hour is slower. If it were faster, it would be fine)

Thank you so much, god bless!

Great Program

My connector limitations are small children, I have kid in car seat .

I love the connector, I also use the bike library with NETC

would love "connector" longer day times and also into the weekends. Also if 1 transit to a downtown destination available like the post office for passport, that would help many people.

I wouldn't have been able to go to health appointments or to work without these programs

Keep up the good work

Thank You!

seria exrelente siel conector brindara sus servicios los fines de semana considero que seria un gran beneficio para la comunidad. (It would be excellent if the connector offered its services on weekends. I think it would be very beneficial for the community.)

It is good!

Thank you for making public transportation easy for a few of us

Highly appreciate the RTD passes each month I would not be able to do business without the bus pass on my budget.

The monthly pass is greatly appreciated. Thank you!

Very helpful for people who are struggling

## Transit Pass Survey Comparison

**Note:** only questions repeated in the 2025 survey are included in the comparison below.

1. Which age group do you belong to?	2023	2025		Comments
Less than 19 years	2	0.6	-1.4	
20-39 years	38	31.3	-6.7	
40-64	50	50.6	0.6	
65+	15	17.5	2.5	
				The Ages of people receiving the pass is broadly the same.
2. Which community do you live in?	2023	2025		
Globeville	43.3	36.7	6.6	
Elyria	18	18.1	0.1	
Swansea	26.7	37	10.3	
Other	12	11.4	-0.6	
				The percentage of people from outside the community has reduced slightly.
3. On average, how many transit trips did you make in the last month?	2023	2025		
Less than 4 trips	6.7	2.4	-4.3	
5-10 trips	17.3	23.5	6.2	
11-20 trips	36.7	28.9	-7.8	
21+ trips	39.3	45.2	5.9	More people are taking 21+ trips per month, indicating that they are likely monthly pass users, and also 5-10 trips per month.

4. Where did you travel using the free tickets?	2023	2025		
Work	53.3	58.4	5.1	
School	17.3	15.7	-1.6	
Grocery and other household errands	59.3	62	2.7	
Medical Appointments	50.7	54.2	3.5	
Daycare	6.7	2.4	-4.3	
Other	36.7	29.5	-7.2	
				The uses of the transit passes remain broadly the same.
5. How many ticket books did you pick up?	2023	2025		
0 books	24	0	-24	
			-	
1-2 books	51.3	24.1	27.2	
3-6 books	18	16.3	-1.7	
7-10 books	4.7	0.6	-4.1	
More than 10 books	1.3	0.6	-0.7	
Monthly Pass	0.7	57.8	57.1	
				There has been a significant increase in the percentage of people receiving monthly passes, which is much more economical - if people receive more than 3-4 books per month, it is cheaper to give them a monthly pass. This has been driven by the distribution centers identifying who are regular users and moving them to monthly passes.



## Transportation Commission Memorandum

**To:** Transportation Commissioners

**From:** Jeremy Neustifter, Clean Fleet Enterprise Board Manager

**Date:** December 30, 2025

**Subject:** Colorado Clean Fleet Enterprise Board Annual Report

### **Purpose**

Per § 25-7.5-103(11)(a)(IV), to provide the Clean Fleet Enterprise's annual report to the Transportation Commission.

### **Action**

No action is necessary.

### **Background**

Senate Bill 21-260, "Sustainability of the Transportation System," established the Colorado Clean Fleet Enterprise (CFE) Board. As per § 25-7.5-103(11)(a)(IV), C.R.S., the CFE is required to prepare an annual report detailing its activities and funding. This annual report is to be presented to the Transportation Commission, the Transportation and Local Government and Energy and Environment Committees of the House of Representatives, and the Transportation and Energy Committee of the Senate. The Clean Fleet Enterprise Annual Report will also be published on the CFE's website at: <https://cdphe.colorado.gov/enterprise-boards/clean-fleet-enterprise>.

### **Next Steps**

The Clean Fleet Enterprise will provide its next annual report in December 2026.

### **Attachments**

Clean Fleet Enterprise 2025 Annual Report.

January 1, 2026

Colorado General Assembly  
200 East Colfax Avenue  
Denver, CO 80203

Re: Colorado Clean Fleet Enterprise Board Annual Report

Dear State Senators and Representatives:

Senate Bill 21-260, “Sustainability of the Transportation System,” established the Colorado Clean Fleet Enterprise Board. As per § 25-7.5-103(11)(a)(IV), C.R.S., the Board is required to prepare an annual report detailing its activities and funding. This report is to be presented to the Transportation Commission, the Transportation and Local Government and Energy and Environment Committees of the House of Representatives, and the Transportation and Energy Committee of the Senate. The Board will also publish this annual report on its website at: <https://cdphe.colorado.gov/enterprise-boards/clean-fleet-enterprise>.

#### ***Background and Ten-Year Plan***

“The business purpose of the enterprise is to incentivize and support the use of electric motor vehicles, including motor vehicles that originally were powered exclusively by internal combustion engines but have been converted into electric motor vehicles, and, to the extent temporarily necessitated by the limitations of current electric motor vehicle technology for certain fleet uses, compressed natural gas motor vehicles that are fueled by recovered methane, by businesses and governmental entities that own or operate fleets of motor vehicles, including fleets composed of personal motor vehicles owned or leased by individual contractors who provide prearranged rides for transportation network companies or deliver goods for a third-party delivery service...” (§ 25-7.5-103 C.R.S)

In compliance with SB21-260, the Board adopted a Ten-Year Plan in May of 2022 and published it on its website at: <https://drive.google.com/file/d/1AEjbyGZWHKBkYcNLn-84X9e0QjcDebl-/view>.

The Ten-Year Plan established five program portfolios:

1. Clean Fleet Vehicle and Technology Portfolio.
2. Clean Fleet Transportation Network Company Portfolio.
3. Remote Sensing Prioritization Portfolio.
4. Clean Fleet Vehicle Workforce Development Portfolio.
5. Clean Fleet Planning, Research, and Evaluation Portfolio.

### ***Clean Fleet Vehicle and Technology (CFVT) Program***

In 2023, the Board launched its inaugural Clean Fleet Vehicle & Technology (CFVT) Grant Program, receiving thirty-nine applications requesting \$25 million to support 181 vehicles, and ultimately awarding \$14 million for seventy-three eligible vehicles across multiple sectors. This initial round accounted for the majority of the Board's FY 2023-24 spending authority. The second CFVT grant round opened in April 2024 and generated thirty-eight applications seeking support for 188 vehicles, with twenty-seven applications advancing for review and requesting \$26.5 million for 135 vehicles, primarily battery-electric. In September 2024, the Board approved funding for all eligible round-two applications, bringing total awards since program inception to \$34.5 million for 177 vehicles, adjusted for applications withdrawn prior to contract execution.

A third round of CFVT funding opened in September 2025, with applications due October 24, 2025. The Enterprise received thirty-eight applications requesting support for 169 vehicles; twenty-eight applications met all compliance requirements, representing \$17.4 million in requested funding for 122 eligible vehicles. Most applications sought battery-electric vehicles, with three requesting compressed natural gas-powered vehicles. In December 2025, the Board awarded \$15.3 million to twenty-four entities across thirteen Colorado counties for 109 additional vehicles. Thirty-five vehicles have been delivered as of December 30, 2025. Additional funding rounds are anticipated in 2026.

For further information regarding the CFVT Program, please refer to the Enterprise's public accountability dashboard, published in accordance with SB21-260 at: <https://public.tableau.com/app/profile/cdphe.cdphe/viz/CFEDashboard/Dashboard1>

### ***Transportation Network Company (TNC) Grant Program***

In February 2024, the Board launched the first round of TNC grant portfolio, with applications due May 2024. Transportation Network Companies are companies that use digital platforms or mobile apps to connect passengers with drivers who use their personal vehicles to provide on-demand transportation services, as defined by the Public Utilities Commission, such as Lyft, Uber, HopSkipDrive, River North, or Drivers Cooperative - Colorado. The purpose of the grant portfolio is to increase the number of electric vehicles used in Transportation Network Company fleets and electrified vehicle miles traveled by drivers. The Clean Fleet Transportation Network Company grant program is one of the first in the nation.

Uber and Lyft each submitted applications requesting a total of \$3.78 million; however, only \$3.1 million was available in the Board's budget. The Board approved awards to Lyft and Uber totaling \$3.1 million. A second round of TNC grant funding is expected to be made available in 2026.

## ***Remote Sensing Prioritization Program***

During the summer of 2024, the Board worked with a third-party contractor to provide remote sensing services to identify high-emitting medium and heavy-duty vehicles. This Portfolio focused on identifying high-emitting, older vehicles for replacement, particularly in disproportionately impacted communities and areas with air quality issues.

Additionally, in 2026 Enterprise staff will establish programs for the remaining two portfolios:

- Clean Fleet Vehicle Workforce Development Portfolio: This portfolio will focus on driver and maintenance training to ensure a sufficient supply of workers as the market for clean vehicle technologies continues to grow.
- Clean Fleet Planning, Research and Evaluation Portfolio: This portfolio will support fleets in developing strategies for vehicle electrification, researching new technology, and evaluating program areas for potential improvements and efficiency gains.

## ***Funding***

To fund these initiatives, the Department of Revenue began collecting fees from retail deliveries and prearranged rides on July 1, 2022. Approximately \$59 million in fee revenue has been collected and distributed to the Enterprise cash fund since fee collection began.

For additional information, please contact [cdphe\\_cfe@state.co.us](mailto:cdphe_cfe@state.co.us).

Regards,



Jeremy Neustifter  
Board Manager  
Colorado Clean Fleet Enterprise

CC:

Michael Ogletree, Director, Air Pollution Control Division, CDPHE  
Michael Beck, Environmental Health and Protection Operations Administrator, CDPHE  
Steve McCannon, Mobile Sources Program Manager, CDPHE  
Patrick Cummins, Environmental Health and Protection Director, CDPHE

# **Transportation Commission Statewide Plan and Green House Gas (GHG) Coordination Subcommittee**

**Date: 18 December 2025**

**Time: 11:00 AM**

**Location: Virtual**

## **Attendees:**

TC Members: Commissioner Cook (Chair), Commissioner Gutierrez, Commissioner Jones, and Commissioner Parsons. Commissioner Bowman was excused.

CDOT Regional Transportation Directors (RTDs): Jessica Myklebust, Region 1 RTD; and Heather Paddock, Region 4 RTD

CDOT Public Information Office: Matthew Inzeo

CDOT HQ: Darius Pakbaz, Division of Transportation Development (DTD) Director; Erik Sabina, DTD Deputy Director; Marissa Gaughan, Assistant Director DTD Office of Multimodal Mobility; Aaron Willis, Statewide and Regional Planning Manager, and Kathleen Collins, Senior Transportation Planner, Chris LaPlante, Libba Rollins, and Taylor Bartlett, CDOT DTD Office of Environmental Programs; and Board Thart, DORA

**TC Subcommittee members:** Commissioner Cook (Chair), Commissioner Bowman, Commissioner Gutierrez, Commissioner Jones, and Commissioner Parsons.

## **Meeting Purpose:**

To obtain preliminary review and comment on materials pertaining to the FY2027 - FY2036 10 Year Plan for CDOT Regions 1,2, and 4, and discuss the CDOT green house gas (GHG) report before materials are presented to the TC. Anticipated future GHG reports include those from North Front Range Metropolitan Planning Area (NFRMPO) and the Pueblo Area Council of Governments (PACOG).

The DTD Director noted that this TC Subcommittee meeting was noticed on the CDOT website/TC webpage.

**Agenda Item 1: Review of the draft materials for the January Transportation Commission meeting regarding the draft project lists for Regions 1, 2, and 4 for the CDOT 10-Year Plan (10YP) and any suggestions or comments to help improve the presentation of the information at the workshop and suggestions going forward.**

## **Presentation Overview**

- This presentation on the 10YP will be given two hours.
- The Regions 1,2, and 4 each have an attachment with their projects for the 10YP for FY 2027-2036.
- Region Transportation Directors will take turns presenting and providing an overview of key projects in their area, and be available to answer any questions related to the attached full 10YP project lists for each Region.

- Slides will cover how projects align with PD 14 goals of fix our roads, safety and sustainably increase transportation choice, within the 10YP strategic investments for Regions 1,2, and 4.
- It is explained that the 10YP strategic funds are not the only source of funding for projects.
- The 10YP needs to comply with the greenhouse gas planning standard.
- How CDOT plans to measure performance of projects in the 10YP is included in the presentation.
- Next steps on how the 10YP is finalized and approved is noted.
- Approval of the state FY 2026-27 Budget will be the final step of approval of the 10YP.
- The Transportation Commission may amend the 10YP mid-cycle.
- CDOT has a 10YP public-facing dashboard for accountability and transparency.
- A Project Accomplishments Report from CDOT is available annually around the February timeframe.
- The Public Comment Period on the 10YP will occur Mid January - February 2026.
- This presentation is similar to the presentation given for CDOT Regions 3 and 5 last month.

### **Commissioner Comments**

- Commissioner Jones will send comments via email. Several comments were noted:
  - The Commissioner would like to understand the 10YP process more holistically, including other programs such as Asset Management. Needs to understand what each project entails from the attached list. Would prefer more details.
  - Would prefer to know what the other pots of money flowing to projects vs. just the 10YP. What is the gap in funding? Need more transparency on this.
  - It is understood that the 10YP approves (greenlights) projects coming into being and then other funding sources are found to move the project forward.
  - On the I-270 slides there need to be more about the alternatives for this project and TC approval should be based on alternatives review vs. what is proposed on the slides.
  - For the Bustang project Segment 4 I-25 Bus Lane project, we need to understand the budget coming and the project elements coming from Bustang also.
  - The Colorado Transportation Investment Office (CTIO) vs CDOT - who decides on a project first? It was explained by Commissioner Gutierrez that projects need to be in the 10YP list first and then coordination with CTIO occurs after.
- Commissioner Cook also shares questions about additional project funding resources and classification of projects to aggregate. Raised a question about how projects are prioritized.
- RTD Paddock explained that projects start at grass roots levels and have been on the project list for years. The list is then narrowed down to fiscal constraint. We look to stakeholders out in the transportation planning regions for prioritization. The National Environmental Policy Act (NEPA) process requires project alternative analysis that is also part of identifying project elements.
- Commissioner Gutierrez noted that CDOT added and made changes from last month's presentation. The one slide about enterprises talk - the term "will" indicates a decision has been made. Slides need to be clear when decisions are not final. The Commissioner explained that the 10YP may be amended at any time, and if a new project comes

forward, i.e., CO 119 adding managed lanes, is coordinated and funding is identified via the CTIO. Other projects were also assisted like this.

- CDOT DTD Director will be sure to clarify in the presentation where decisions were made and where they were not. This will also apply to any attachment materials produced.

**Agenda Item 2: Review of the draft GHG Transportation Report from CDOT, for the compliance outside of the MPO areas are required under 2 CCR 601-22 for the next 10-Year Plan - for comment on the information presented ahead of the formal workshop with the Commission and formal submission for acceptance in February.**

CDOT GHG Presentation and Report Overview:

- CDOT GHG Report demonstrates compliance with the GHG planning standard levels and covers areas of the state outside of the MPO areas.
- CDOT PD 1610 provides guidance on how to comply with the GHG planning standard.
- CDOT is carrying forward 173 projects with 70 having elements of improving active transportation and transit. Other projects considered as mitigation were numbered by project type that enhance sustainable transportation choice.
- GHG emissions are modeled based on travel demand and the MOVES model that estimated GHG emissions.
- A Statewide Modeling Coordination Group and the State Interagency Consultation Team were stakeholder groups that informed the analysis in the GHG Report.
- CDOT is in compliance now for 2030, but will need a Mitigation Action Plan in 2040.
- No Regionally Significant Projects were added in non-MPO areas of Colorado.
- Appendix B of the current Mitigation Action Plan has details on how mitigation works and how the emissions numbers were calculated.

Comments from Commissioners

- Commissioner Jones noted federal changes rolling back federal credits for EVs and goals for other sustainability programs, and suggested being prepared to answer this question with other Commissioners at the TC meeting in January.

**Agenda Item 3: Discussion on setting up time for a future meeting to discuss next meetings for potential future topics, including a revised GHG Transportation Report from the NFRMPO and an upcoming Transportation Report from the Pueblo Area COG.**

- As it was noted several times during the meeting.... the Commissioners were not provided much time to review the materials in detail. The CDOT DTD Director noted this and solicited comments from the Transportation Commissioners via email in case other comments come to mind. If another meeting is needed, that may be an option.



# Community Access Enterprise FY25-26

## Annual Report

*December 2025*

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## Background

Senate Bill 21-260, entitled Sustainability of the Transportation System, created the Community Access Enterprise (“CAE” or “Enterprise”), housed within the Colorado Energy Office (“CEO”). Pursuant to section 24-38.5-303(10)(a)(IV), C.R.S., the CAE is required to prepare an annual report regarding its activities and funding and present the report to the Transportation Commission, the Transportation & Local Government and Energy & Environment Committees of the House of Representatives, and the Transportation & Energy Committee of the Senate, or any successor committees. In addition, the enterprise is required to post the annual report on its [website](#). This fourth annual report covers the CAE’s activities and funding during Fiscal Year 2025 (FY2025) from July 1, 2024 to June 30, 2025.

As detailed in section 24-38.5-303(3) C.R.S., the business purpose of the CAE is to support the widespread adoption of electric motor vehicles in an equitable manner. The CAE continues to work in furtherance of its business purpose by directly investing in transportation infrastructure and incentivizing the acquisition and use of electric motor vehicles and electric alternatives to motor vehicles in communities, including but not limited to disproportionately impacted communities, and by owners of older, less fuel efficient, and higher polluting vehicles. The activities and programs supported by the Community Access Enterprise have played a key role in making Colorado the top state for EV sales across this Fiscal Year. For three of the four quarters of this fiscal year, Colorado led California in percentage of electric vehicles sold.

## Board of Directors

The governing board of the CAE (“the board”) was appointed in September 2021 and the seven board members meet the statutory requirements in section 24-38.5-303(2) C.R.S.

Over the course of the year, state staff and external stakeholders presented to the board regarding numerous CAE-related issues including charging infrastructure, electrified mobility programs, outreach and engagement, utility transportation electrification programs, environmental justice, and more.

All board meetings are open to the public and meeting agendas, presentations and recordings are available on the [CAE website](#).

## Ten-Year Plan

In May 2022, the board unanimously approved the [Ten-Year Plan](#) for the enterprise, which was published and posted to the enterprise website, as required by section 24-38.5-303(10)(a)(I) C.R.S. The Ten-Year Plan makes recommendations for the enterprise to execute its business purpose during state fiscal years 2022-23 through 2031-32. The Ten-Year Plan recommended that the CAE provide funding to continue the growth of successful, existing CEO transportation electrification programs as well as the development of new programs that meet the business purpose of the enterprise.

## Retail Delivery Fee

Collection of the retail delivery fee began on July 1, 2022 by the Department of Revenue (“DOR”) on behalf of the CAE (and other enterprises) as detailed in section 24-38.5-303(7)(c) C.R.S. Of the 27 cent (\$0.27) total retail delivery fee, the CAE received six and nine-tenths cents (\$0.0691). Retail delivery fee revenue from DOR began to be transferred to the enterprise in August 2022.

The board voted to increase the CAE’s portion of the fee from \$0.0691 to \$0.0716 for FY2024 and from \$0.0716 to \$0.0741 for FY2025. Most recently, the board approved a resolution at its March 2025 meeting to adjust the CAE’s portion of the retail delivery fee down from \$0.0741 to \$0.0567.

Pursuant to section 24-38.5-303(7)(c)(II), C.R.S., DOR will annually adjust the retail delivery fee for inflation. DOR decreased the total retail delivery fee from 29 cents (\$0.29) to 28 cents (\$0.28). The adjusted retail delivery fee went into effect at the start of FY2026 on July 1, 2025.

## FY2025 Budget

The board approved the FY2025 budget at its May 2024 meeting as outlined in the table below.

CAE Revenue and Expenditures	Amount
Projected FY2025 CAE revenue	\$24,304,000
FY2024 Non-encumbered funds	\$12,396,221
FY2024 Reserves for Programming	\$1,931,654
Total FY2025 Budget Available	\$38,631,875
Administrative expenses	-\$1,018,769
Reserve (5%)	-\$1,215,200
Total Program funding FY2025	\$36,397,906
Programs	FY2025 Budget
Charge Ahead Colorado	\$6,000,000
DCFC Plazas	\$8,000,000
Fleet ZERO	\$4,550,000
E-cargo bike pilot	\$600,000
Community Accelerated Mobility Project Technical Readiness	\$600,000
Community Accelerated Mobility Project Implementation	\$4,000,000
Vehicle Exchange Colorado	\$9,000,000
EV Home Charge	\$500,000
Research and Technical Analysis	\$451,000

CAE Revenue and Expenditures	Amount
Outreach and Engagement	\$1,291,000
<b>TOTAL</b>	<b>\$34,992,000</b>

A 5% reserve was approved by the board in the FY2025 budget. This ensures that programs can be funded to respond to programmatic changes that may impact the budget.

Over the course of FY2025, the board approved two requests utilizing CAE reserves and existing budgets totalling \$2.9 million for the Vehicle Exchange Colorado program and \$164,450 for EV Home Charge.

## FY2025 Program Activities

As previously noted, the CAE provides funding to continue the growth of successful, existing CEO transportation electrification programs as well as the development of new programs that meet the business purpose of the enterprise. Activities about each program that is funded, in whole or in part, by the CAE in FY2025 are described below.

### Charge Ahead Colorado (“CAC”)

Charge Ahead Colorado is CEO’s long-standing charging infrastructure program providing grants to support the installation of community-based Level 2 and Direct Current Fast-Charging (“DCFC”) infrastructure. CAC is funded in part by CAE to grow the program and meet applicant demand. Enhanced incentives are available for chargers located at income-qualified housing developments and for qualifying, community-serving entities (libraries, schools, community centers, and others) located in disproportionately impacted communities. In FY2025, 130 awards for 924 ports were made, totaling \$5,265,000 in CAE investments. CAC offers a rolling application available for qualifying entities proposing smaller-scale projects (six ports or less) on an ongoing basis to further facilitate priority area projects.

## **Direct Current Fast-Charging Plazas (“Plazas”)**

The Plazas program, an existing CEO program developed in partnership with the Colorado Department of Transportation, is funded in part by CAE. This program focuses on increasing access to high-speed charging in communities and along highway corridors across Colorado. Funding tiers are based on geographic location and an enhanced incentive is available for projects located in disproportionately impacted communities. In FY2025, awards were announced from the Plazas round that occurred in September 2024 with over \$10.7M in projects being awarded. Of that, the CAE funded 60 DCFC ports with approximately \$4,895,000 of projects in communities such as Leadville, Nunn, Brighton, Berthoud, Mountain Village amongst others. The CAE offered a subsequent funding round in May 2025 that resulted in \$4.99M of awards and kept the Plazas program momentum while federal funds from the National Vehicle Electric Infrastructure program were unavailable and under litigation. While the round was open during FY2025, these awards were not contracted before the end of the fiscal year.

## **Fleet Zero-Emission Resource Opportunity (“Fleet-ZERO”)**

The Fleet-ZERO grant program is funded in part by the CAE. Fleet-ZERO incentivizes the installation of charging infrastructure to support the transition of light-, medium-, and heavy-duty fleets to EVs. Projects located in a disproportionately impacted community are prioritized and enhanced incentives are available for all equity-qualifying entities. Over the course of FY2025’s grant application rounds, CAE funded approximately \$1.8M for 27 organizations, supporting the deployment of about 200 fleet EV charging ports at around 50 sites across Colorado. In addition to a standard application round offered twice per year in spring and fall, Fleet-ZERO additionally offers a rolling application available year-round only for equity-qualifying entities requesting funding for smaller scale fleet electrification projects. During FY2025, approximately \$230,000 in CAE funding was awarded to 10 organizations through the Fleet-ZERO rolling application, supporting about 50 fleet EV charging ports at 18 different sites.

## EV Home Charge

EV Home Charge made an award to Tri-State Generation and Transmission Association and to United Power in FY2025, totalling \$342,450. EV Home Charge supports the adoption of electric vehicles by helping fund electric panel and wiring upgrades for electric vehicle charging at single-family homes, duplexes, and townhomes via grants to electric utilities.

## E-Cargo Bike Grant Program

The e-cargo grant program awarded four grants to projects around the state, totalling \$32,779. This program seeks to implement projects that will use e-cargo bikes for commercial delivery, public shared e-cargo bike programs, delivery services, or fleet usage. All four projects deployed e-cargo bikes for fleet usage, for a total of 7 e-cargo bikes.

## Community Accelerated Mobility Project (“CAMP”)

Technical Readiness Planning Phase grants may help cover the costs of community e-mobility planning projects, including community stakeholder engagement, research, and plan creation. Implementation Phase grants may help cover the costs of community e-mobility project implementations, including capital procurement and operations. During FY2025, the CAMP program issued three grant awards for the Technical Readiness Planning Phase totaling \$207,750; and five grant awards for the Implementation Phase totaling \$3,993,229.33 (note: one Implementation Phase grant award was declined by the awardee). The fourth Request for Applications (“RFA”) round for the Technical Readiness Planning Phase and the third RFA round for the Implementation Phase are scheduled to launch during FY2026.

## Vehicle Exchange Colorado (“VXC”)

During FY2025, the VXC program issued 1,784 point-of-sale rebates. This was approximately 119% of the program’s fiscal year goal of 1,500 rebates issued. The VXC

program continues to work with two key partners: APTIM (program administrator); and Clear the Air Foundation (vehicle recycling coordinator). The initial FY2025 budget approved for VXC was \$9,000,000. The CAE board later approved an increase in the VXC program budget for FY2025 of an additional \$2,900,000 to help meet public demand.

## ***Local Government EV Readiness Planning***

During FY2025, Garfield Clean Energy, Routt County, and the Town of Mt. Crested Butte successfully completed their local government EV readiness planning grants. Chaffee County's grant remains open. Upon completion, these EV readiness plans are expected to help these local communities better prepare for their respective transitions to electric transportation.

## ***Research and Technical Analysis***

In FY2025, the CAE supported the EVluate Colorado dashboard, and projects such as an updated charging gap analysis and a Medium and Heavy duty corridor siting analysis.

## ***Outreach and Engagement***

In FY2025, the CAE funded the [ReCharge Colorado](#) coaching program and the [EV CO](#) education and awareness campaign, and conducted community based stakeholder engagement. The ReCharge Colorado program hosted or participated in 114 events across the state, providing information about EVs to Colorado residents and organizations interested in EVs and EV charging station programs. These events focused on meeting the community where they were, at existing community events, or events hosted with trusted partners to help increase engagement with communities that are underrepresented in EV adoption. The ReCharge Colorado Equity Advisor team worked with coaches in each region to make sure they attended culturally-significant events in disproportionately-impacted communities. In areas with limited stakeholder engagement, the equity advisors also recruited and trained

local community members and community-based organization leaders to share CEO program information in the community CEO also worked with local community partners, Denver Urban Spectrum, Empowered Media Exchange, and Women Who Charge to share information about EVs and incentives. The EV CO campaign resulted in over 266,000 website views of the state's comprehensive resource on electric vehicles and over 24 million impressions on social media channels. Major campaigns featured ReCharge coaches answering common EV questions, website and social media content describing the budgetary value of Colorado's EV tax credit, a snowboarding influencer driving his EV in ski country, and regular Coloradans showing how they use their EVs.

## Funding Dashboard

The enterprise is required by section 24-38.5-303(10)(a)(II), C.R.S. to create, maintain, and update a publicly available dashboard that summarizes the project status of all transportation programs that receive funding from the Community Access Enterprise. This [dashboard](#) also includes electric transportation programs that receive funding from other, complimentary funding sources. Users can filter the data by fiscal year, program, CAE funding, project county (if applicable), project status, and disproportionately impacted community classification.



# Transportation Commission Memorandum

**To:** The Transportation Commission

**From:** Jeff Sudmeier, Chief Financial Officer

Bethany Nicholas, Deputy Chief Financial Officer

**Date:** January 15, 2026

**Subject:** January Budget Supplement Information Only

There are no Supplement items this month. The balances of TC funds are presented for informational purposes.

## Balances of TC Funds are as follows:

### Transportation Commission Contingency Reserve Fund Reconciliation

Date	Transaction Description	Amount	Balance
July-25	Balance 1S26		\$35,029,753
August-25	Balance 2S26		\$35,029,753
September-25	Balance 2S26		\$35,188,319
October-25	Balance 3S26		\$36,442,757
November-25	Balance 4S26		\$31,487,915
December-25	Balance 5S26		\$31,487,915
January-26	Balance 5S26		\$31,487,915

### Cost Escalation Fund Reconciliation

Date	Transaction Description	Amount	Balance
July-25	Balance 1S26		\$1,811,571
August-25	Balance 2S26		\$3,997,457
September-25	Balance 2S26		\$3,997,457
October-25	Balance 3S26		\$4,090,752
November-25	Balance 4S26		\$4,090,752
December-25	Balance 5S26		\$4,090,752
	R5 Region Wide Culvert Repair	-\$908,985	
January-26			\$3,181,767

### Transportation Commission Program Reserve Fund Reconciliation

Date	Transaction Description	Amount	Balance
July-25	Balance 1S26		\$56,915,262
August-25	Balance 2S26		\$56,915,262
September-25	Balance 2S26		\$147,101,951
October-25	Balance 3S25		\$144,753,872
November-25	Balance 4S25		\$145,753,872
December-25	Balance 5S25		\$48,450,185
January-26	Balance 5S25		\$48,450,185

### Transportation Commission Maintenance Reserve Fund Reconciliation

Date	Transaction Description	Amount	Balance
June-25	Balance 12S25		\$3,719,556
	FY26 Allocation		\$12,000,000
July-25	Balance 1S26		\$15,719,556
August-25	Balance 2S26		\$15,719,556
September-25	Balance 2S26		\$12,000,000
October-25	Balance 3S25		\$12,000,000
November-25	Balance 4S25		\$12,000,000
December-25	Balance 5S25		\$26,200,000
	FY26 Nov Special Pay Distribution		
	#1	-\$1,488,782	
January-26	Balance 5S25		\$24,711,218